



FEDERATION  
OF CANADIAN  
MUNICIPALITIES

FÉDÉRATION  
CANADIENNE DES  
MUNICIPALITÉS

# Policy statements

Federation of Canadian Municipalities

March 2021

*FCM's policy statements are the repository of FCM's Board-approved positions on policy issues within FCM's mandate.*

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# FCM POLICY STATEMENT

## CRIME PREVENTION

### CONTEXT

Canadians rely on all orders of government to keep their neighbourhoods safe by maintaining public order, planning for and responding to emergencies and creating neighbourhoods that are more resistant to crime in the first place. Secure communities provide residents with a better quality of life and improve opportunities for economic development.

Preventing violence and crime in our communities requires effective crime prevention strategies, as well as policies to deal with the root causes of crime. It is also necessary to provide needed social infrastructure, including affordable housing. Effective intergovernmental cooperation is essential to creating safe and secure communities. Community-based approaches to combating crime and victimization are most successful when developed and implemented through intergovernmental and community-based partnerships.

Since most offenders return to their communities when released, municipal governments need to be engaged in discussions on correctional issues that affect community safety. With the support of municipal governments, local communities should be involved in developing strategies to understand federal corrections and parole practices and the transition of individuals from the federal-penitentiary system to provincial and territorial jurisdiction, and to collaborate on initiatives to help offenders reintegrate into the community.

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### FCM STANDING POLICIES

#### 1. Crime Prevention Funding and Programs

- 1.1. The federal government should support crime prevention through investments in social development by pursuing a comprehensive approach to provide municipalities with the tools to invest in essential aspects of the community, which include shelter and libraries, health facilities, and support for recreational and cultural development. FCM endorses the United Nations Economic and Social Council's Guidelines for the Prevention of Crime, which encourages crime prevention through social development.
- 1.2. Federal funding programs should provide both short-term funding for pilot projects to promote innovation and long-term, renewable funding to established initiatives to ensure their long-term sustainability.
- 1.3. FCM supports crime-prevention programs that aim to discourage young people from becoming involved with gangs, drugs, violence and other criminal activity and provide them with alternatives by developing parks and recreation facilities.
- 1.4. FCM will continue to work with the government to ensure municipal priorities are fully considered in the design and implementation of federal programs that address rising gun and gang violence in cities and communities, including the new Initiative to Take Action Against Guns and Gangs.
- 1.5. Federal funding should support the full range of municipally defined prevention, intervention and enforcement efforts in communities of all sizes.
- 1.6. The federal government should ensure that the application, data collection and reporting requirements are streamlined to make funding accessible to both institutional and grass-roots initiatives, and that the RCMP implement online reporting capabilities in Canadian municipalities, as requested.
- 1.7. The federal government should ensure that a sufficient portion of funding be dedicated to municipalities for their most urgent needs in recognition of the critical role of municipal services in responding to gun and gang violence.

#### 2. Crime Prevention Partnerships

- 2.1. FCM will continue to work with key partners and stakeholders, including the National Crime Prevention Centre, to provide constructive and actionable recommendations on how to reduce crime and victimization and to share knowledge and experience that can help municipalities effectively prevent crime.
- 2.2. FCM will continue to engage with the Canadian Municipal Network for Crime Prevention to promote best practices and build municipal capacity in crime prevention.
- 2.3. Through the Joint Committee on Community Corrections, a partnership among FCM, the Parole Board of Canada, Correctional Service of Canada, and Public Safety Canada, FCM will encourage greater community understanding and improved consultation around corrections and parole and will promote concrete initiatives in community corrections.

**Committee Oversight:** Standing Committee on Community Safety and Crime Prevention

**Last updated:** March 2021 Board of Directors Meeting

## KEY FACTS

- According to a 2017 report by the Canadian Municipal Network on Crime Prevention and the University of Ottawa, on average, a Canadian municipality of one million residents will pay between \$250 and \$350 million a year for policing services alone. In addition, municipalities have to pay for paramedics and other emergency responses that are greatly impacted by crime and victimization. In addition to these expenses, victims of crime suffer losses through pain and trauma estimated at \$1.5 billion in a municipality of up to one million in population.
- Public Safety Canada's National Crime Prevention Strategy (NCPS) provides time-limited funding to strategically selected projects that contribute to preventing and reducing crime in Canada and to increasing knowledge about what works in crime prevention. For example, *Strengthening Community Readiness* projects can be funded for up to 24 months of duration, and direct intervention projects can be funded for up to 60 months of duration.
- In 2017, the federal government announced \$327.6 million in federal funding over five years, and \$100 million annually thereafter through the Initiative to Take Action Against Guns and Gangs. It is intended to support community-level prevention and enforcement efforts, build and leverage unique federal expertise and resources to advance intelligence related to the illegal trafficking of firearms, and invest in border security to interdict illicit goods including guns and drugs.
- Budget 2019 proposed to provide an additional investment of \$2 million per year, starting in 2019-20, doubling the size of Public Safety Canada's Communities at Risk: Security Infrastructure Program from \$2 million per year to \$4 million per year until 2021-22.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Sept-2020</a>	Support for the Indigenous Court System
<a href="#">Sept-2019</a>	Money laundering <a href="#">counter-measures in casinos</a>
Mar-2019	Wildfire Crime
<a href="#">Jun-2019</a>	Gender-based Violence

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [2016 federal pre-budget submission](#), p. 12-13

# FCM POLICY STATEMENT EMERGENCY MANAGEMENT

## CONTEXT

Safe and secure neighbourhoods are essential to the economic, social and cultural sustainability of cities and communities. Canadians rely on all orders of government to keep their communities safe by maintaining public order, planning for and responding to emergencies and creating communities that are more resilient to extreme weather, natural disasters and other emergencies. Local governments are also on the front lines as new weather extremes cause property damage and economic disruption. With climate change widely expected to bring more frequent and more severe extreme weather events, such as floods, blizzards or storms, all orders of government must review their emergency response plans and further invest in services to respond to and recover from emergencies.

As first responders in 90 per cent of all emergencies, Canada's municipal governments play a critical role in public safety and emergency preparedness. They are also the first to respond to dangerous goods incidents by rail or other modes of transportation. In the event of a health emergency, natural disaster or dangerous goods incident, other orders of government and the wider community depend on core municipal services and municipalities need the resources and support from other orders of government to deliver these essential services.

The elimination of federal emergency preparedness programs has left many Canadian municipalities vulnerable and weakened communication channels between orders of government. Reduced federal support has also limited the capacity of municipalities to respond to emergencies in their jurisdictions. Successful emergency management requires collaboration among all orders of government. A comprehensive approach to emergency management involving all orders of government will allow Canadians to benefit from the best possible level of service, while reducing pressures on municipal budgets.

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## FCM STANDING POLICIES

### 1. Flood Risk Management and Disaster Mitigation

- 1.1. FCM will continue a necessary dialogue with the federal government to address key gaps in flood risk mitigation, response and recovery based on the following principles:
  - 1.1.1. A need for ongoing federal leadership on floodplain mapping beyond the expiry of the National Disaster Mitigation Program (NDMP) in 2020 and improved access to information on flood risk to support planning and decision-making by all orders of government;
  - 1.1.2. That funding and programs should be designed to support a proactive approach to flood-risk management, and ensure that funding models support a wide range of activities and costs including: community-wide risk assessments, proactive investments in mitigation, including structural mitigation and conservation and enhancement of natural infrastructure, and building back better post-incident, including through relocation, buyout programs, or land acquisition where deemed locally appropriate;
  - 1.1.3. Public education and awareness about flood risk should be developed and delivered through a collaborative and coordinated approach between federal, provincial/territorial, municipal governments and other stakeholders;
  - 1.1.4. Any comprehensive flood risk management approach should be designed to ensure that high-risk properties are not left without affordable options to address their flood risk;
  - 1.1.5. That the identification of high-risk properties for relocation be validated through collaboration with local governments and is based on the most up-to-date risk analysis, taking into consideration all other potential mitigation options that have been or can be implemented on both public and private lands;

- 1.1.6. That a national action plan for relocation be federally supported such that compensation values for relocation are based on a fair and transparent process that does not place financial burden on local governments and/or taxpayers but encourages participation by identified homeowners; and
- 1.1.7. That the federal government support local governments that may be negatively impacted by the loss of significant property tax revenue as a result of the implementation of a relocation program
- 1.2. The federal government should engage local governments on expanding federal national disaster mitigation strategies to cover the full spectrum of predicted climate change impacts, going beyond flooding to include drought, forest fire, and other potential impacts.
- 1.3. FCM will continue to urge the federal government to launch a review of changes to the Disaster Financial Assistance Arrangements (DFAA) to prevent an unfair burden being placed on municipal resources during the recovery from extreme weather events.
- 1.4. The federal government should provide transitory measures, including measures that incentivize and support community and household-level mitigation, during the long-term implementation of a national flood insurance regime to ensure insurance remains affordable for high-risk households.
- 1.5. The federal government should continue to provide financial support to local governments during catastrophic incidents and to backstop residual flood risk for homeowners.
- 1.6. The federal government should facilitate information sharing on flood risk and mitigation between all orders of government and the insurance industry through a formal mechanism to ensure that homeowners benefit from lower insurance premiums and promote a consistent and accurate approach to risk assessments and floodplain mapping across all jurisdictions.
- 1.7. The federal government should work with provinces and territories to clearly define the responsibilities and legal obligations of insurers, homeowners and municipalities by limiting municipal operational liability for pluvial and fluvial flooding and ensuring liability costs are not borne by municipal taxpayers.

## **2. Transportation of Dangerous Goods**

- 2.1. Transport Canada should continue to work with industry partners to expand awareness and outreach efforts with municipalities, to improve understanding of the resources available to them during incidents involving dangerous goods.
- 2.2. The federal government should work with the provinces/territories and industry to provide the necessary resources to ensure municipal first responders can access operational and specialized training for flammable liquids incidents. The federal government should also ensure that municipal first responders receive adequate training related to containing a leak or spill of liquid hydrocarbons, including diluted bitumen, and including training with respect to the containment of a spill in a major watercourse.
- 2.3. Pipeline proponents should be required to provide education and awareness programs for municipal first responders, including presentations for fire captains. These education programs are especially important in rural areas. Consideration could be given to developing a training curriculum that includes various levels—awareness, operational and specialized—depending on the capacity of the municipality and their role in response.
- 2.4. The federal government should work with shippers and carriers to improve access for first responders, particularly volunteer departments in small and remote communities, to participate in response exercises and specialized training programs and facilities to improve emergency preparedness and to test and evaluate the effectiveness of the Emergency Response Assistance Plans (ERAPs). The federal government should also address gaps in the required continuing education program for those agencies listed in the National Energy Board regulations, whether that be in an urban setting or a rural setting.
- 2.5. Transport Canada must develop a clear timetable and municipal consultation plan to effectively implement remaining recommendations of the Emergency Response Task Force (ERTF) struck in response to the Lac-Mégantic derailment, including improvements to the Emergency Response Assistance Plan (ERAP) program.
- 2.6. Pipeline operators should be required to have specialized equipment available to respond to a leak or spill of liquid hydrocarbons, including any specialized equipment needed to contain diluted

bitumen in a marine environment, and that municipal first responders are aware of the location and capabilities of the equipment and have the training to interface with it.

- 2.7. In April 2016, Transport Canada announced Protective Direction 36 (PD36), which is a critical temporary measure that will enhance the ability of communities to plan for rail incidents involving dangerous goods. Moving forward, Transport Canada should develop permanent regulations respecting the subject matters of PD36 be made under section 27 of the *Transportation of Dangerous Goods Act*.

### **3. Emergency Preparedness**

- 3.1. The federal government must ensure that the National Emergency Management Strategy and any national critical infrastructure strategy consider the evolving role of municipal emergency services in protecting our communities.
- 3.2. FCM will continue to advocate for the reinstatement of the Joint Emergency Preparedness Program (JEPP) or a similar program, ensuring that it covers a broad range of eligible capital costs for volunteers fire fighter departments (including vehicles and support equipment, training grounds, and community risk assessments), that the application process is more accessible for volunteer chiefs and staff, and that the project funding cap better reflects the significant investments required
- 3.3. FCM will work closely with the federal government to implement the commitment to reinstate funding for Heavy Urban Search and Rescue (HUSAR) teams and selected coast guard facilities.
- 3.4. The federal government should coordinate with provincial/territorial and municipal governments to establish world-class Mass Casualty Medical Emergency Preparedness Plans for high risk communities in seismic activity zones across Canada that do not have hospitals or clinics.

### **4. Emergency Response**

- 4.1. The federal government must recognize the critical role of municipal governments as first responders in emergencies and as partners in developing and implementing Canada's public safety policy by fostering cooperation among all orders of government and by supporting the coordination of security and emergency management systems.
- 4.2. FCM will work with the federal government to ensure municipalities have a strong voice in the design and governance of Canada's new Public Safety Broadband Network (PSBN), including:
  - 4.2.1. developing a governance model that incorporates municipal oversight in the deployment and operation of the PSBN;
  - 4.2.2. developing training, technology and other resources and a fee structure that ensures the long-term accessibility and sustainability of the PSBN; and
  - 4.2.3. ensuring consistent security, coverage, and quality of service across different regions and jurisdictions.
- 4.3. The federal government should require that telephone service providers restore service to those customers without access to cell phone coverage on an emergency basis, in the event of a telephone service disruption.
- 4.4. The federal government should develop a comprehensive emergency response plan and procedure for hazardous and noxious substance spill-related emergencies that includes due recognition of and compensation for the role of local government emergency response services.
- 4.5. The federal government should establish adequate oiled wildlife response capacity and capability for marine spills.
- 4.6. The federal government, in consultation with provinces, territories and local governments, enact a mandated and coordinated regime that requires that wildlife response be included in oil spill response preparedness, that wildlife response and recovery, and remediation be part of standard response activities for marine and land-based oil spills and that funds to undertake these activities be collected from industry in accordance with the polluter pay principle.

### **5. Emergency Recovery**

- 5.1. The federal government must recognize the critical role of recovery in emergency management and through the Disaster Financial Assistance Arrangement (DFAA) or other mechanism, better enable municipalities and property owners to "build back better" in the wake of a disaster event, increasing community resilience and reducing disaster risk in the future



## KEY FACTS

- On January 25, 2019, Federal, Provincial and Territorial (FPT) Ministers responsible for emergency management released the first ever [Emergency Management Strategy \(EM\) for Canada](#).
- Following major flood events in Calgary and Toronto in 2013, the federal government and insurance industries have begun to examine options for developing an overland flood insurance regime in Canada. The Insurance Bureau of Canada estimates that about 10 percent of Canadian homes are in high-risk zones for floods. In the past two years, Canadian insurance companies have begun to offer overland flood coverage, with premiums based on the insurer's determination of likelihood of flooding.
- Many communities in Canada do not currently have access to floodplain maps updated within the past 10 years. The National Disaster Mitigation Program (NDMP) was introduced partly to address this problem, however the program's mandate ends in 2019 and its future is unclear.
- Transport Canada's Emergency Response Task Force (ERTF) released its final report and recommendations on December 29, 2016. A total of 40 recommendations were made. The Task Force's recommendations address three main areas:
  - Improving the Emergency Response Assistance Plan (ERAP) Program;
  - Expanding ERAP Requirements to other Flammable Liquids; and
  - Enhancing Emergency Response, Preparedness and Training.
- In 2012, federal funding was eliminated for the Joint Emergency Preparedness Program (JEPP), Canada's four Heavy Urban Search and Rescue (HUSAR) teams, and the Canadian Emergency Management College (the College). Budget 2016 restored some of this funding by committing \$15.5 million over five years to restore funding to heavy urban search and rescue (HUSAR) task forces in Vancouver, Toronto, Calgary, and Manitoba.
- Budget 2015 included a commitment to establish a Public Safety Broadband Network (PSBN) using 20 MHz of the 700 MHz spectrum including the "D Block". In response to this commitment, FCM and the tri-services (fire, police and paramedic) were also invited to participate in consultations on the design and roll-out of the PSBN.

## ACTIVE RESOLUTIONS

*There are currently no active resolutions.*

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Rural challenges, national opportunity](#) (2018), p. 19-21
- [Cities and Communities: Partners in Canada's Future](#) (2015), p. 30-31
- [Preliminary Submission to the Railway Safety Act Review](#) (2017)
- [Final Submission to the Railway Safety Act Review](#) (2017)

# FCM POLICY STATEMENT

## POLICING

### CONTEXT

As a core responsibility of government in Canada, policing is essential to maintaining public order and keeping communities safe. It is also the largest and fastest-growing cost for all municipalities. Over the past 30 years, federal governments have shifted national policing duties to provincial and municipal governments, and municipalities now pay more than 60 percent of all policing costs in Canada. This includes around \$700 million a year to enforce federal mandates concerning border security, international drug trafficking and cybercrime. Without recognition that policing roles and responsibilities have shifted, federal and provincial/territorial policing costs will continue to fall to municipalities, straining municipal property taxpayers and depriving other essential services of financial support.

In many communities across Canada, residents depend on their local Royal Canadian Mounted Police (RCMP) detachment to maintain order and keep them safe. Unfortunately, attracting and retaining police officers remains a challenge for cities and communities across the country. As vacancy rates at detachments rise, municipal leaders are increasingly concerned and looking for urgent federal leadership to boost RCMP ranks.

When municipalities must spend more money on policing, there are fewer resources available for public infrastructure, immigrant settlement, affordable housing, and other crucial services that contribute to building stronger communities. Canada needs a productive partnership on policing costs among all orders of government to ensure that citizens will benefit from the best possible level of service. All orders of government must work together to clarify policing roles and responsibilities and to provide long-term funding for municipal policing on a fair, predictable and sustainable basis. This will allow local governments to better coordinate scarce resources to meet local needs.

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### FCM STANDING POLICIES

#### 1. Economics of Policing

- 1.1. Federal funding for municipal policing should be provided on a fair, predictable and sustainable basis that allows local governments to plan and resource policing services to meet local needs, including:
  - 1.1.1. Compensation to municipal governments for providing police services to enforce federal mandates; and
  - 1.1.2. Providing sufficient funding for them to meet their growing responsibilities.
- 1.2. The federal government should review the existing distribution of policing functions, including policing roles and responsibilities, resource allocation and capacity, and RCMP contract policing. This review should be conducted in partnership with all orders of government and formally include municipal representation. The review should identify existing administrative inefficiencies and propose ways that each order of government can work together to reduce the cost of providing municipal police services.
- 1.3. The federal government should provide training and education to police forces for enforcing federal mandates, for example the *Westray Bill* amendments to the *Criminal Code of Canada*.
- 1.4. The federal government should provide resources for Restorative Justice training to municipal law enforcement services.

#### 2. Royal Canadian Mounted Police (RCMP)

- 2.1. The federal government should work with its provincial and territorial counterparts to address municipal concerns arising from the 20-year RCMP/provincial-territorial contracts renewed in 2012.

- 2.2. The federal government should work with provinces and territories to maintain the Auxiliary Constable Program, given the critical role that Auxiliary Constables play in maintaining safe and vibrant communities.
- 2.3. As the new RCMP labour relations regime is implemented, the federal government should work with all orders of government to ensure that the ability of municipalities to pay for RCMP services is taken into consideration.
- 2.4. The federal government should work with the RCMP and provincial/territorial governments to develop a strategy to ensure RCMP staffing numbers are maintained year-round at the levels agreed upon in the Police Services Agreements.

**Committee Oversight:** Standing Committee on Community Safety and Crime Prevention

**Last updated:** March 2021 Board of Directors Meeting

## KEY FACTS

- According to the Canadian Centre for Justice Statistics, there were 69,027 police officers in Canada in May 2017. This represents a rate of police strength of 188 officers per 100,000 population and a decline of 1% from the previous year, the sixth consecutive year of decline in police strength. 56% of police officers were employed by stand-alone municipal police services and 18% were employed in RCMP contract policing.
- According to the Canadian Centre for Justice Statistics, operating expenditures for police services in Canada in 2016/2017 totaled \$14.7 billion or \$315 per capita, 13% higher than in 2006/2007.
- The RCMP has direct contracts with some 150 municipalities and with eight provinces and three territories. Municipalities also have upwards of 1,000 indirect contracts with the RCMP through the provinces. Provinces and territories pay 70% of RCMP costs and the federal government pays 30%. There are three types of cost-share ratios for municipalities:
  - 70% municipal & 30% federal government cost-share ratio for municipalities with a population of less than 15,000.
  - 90% municipal & 10% federal government cost-share ratio for municipalities with a population greater than 15,000.
  - Since 1991, municipalities never before policed by the RCMP must pay 100% of contract policing costs.
- On June 19, 2017, Bill C-7, *An Act to amend the Public Service Labour Relations Act, the Public Service Labour Relations and Employment Board Act and other Acts and to provide for certain other measures* received Royal Assent. The Bill responds to a January 2015 Supreme Court decision on the RCMP's right to collective bargaining and establishes a labour relations regime for the RCMP. While the final text of the Bill includes an expanded scope for collective bargaining similar to the rest of the public service, it also includes a management rights clause that is intended to protect the RCMP Commissioner's powers under the Act and ensure RCMP operations remain cost-effective.
- Budget 2019 speaks to actions the RCMP is taking to become a more modern organization, including the establishment of an Interim Management Advisory Board in January 2019, providing expert advice to support the RCMP as a modern and effective organization. The Budget proposes legislative changes to formally establish the Management Advisory Board. It also introduces a number of new investments, including:
  - \$508.6 million over five years to support policing operations.
  - \$77.3 million over five years and \$13.5 million ongoing for enhanced law enforcement at the border.
  - \$68.9 million over five years and \$20 million ongoing for enhanced federal policing capacity, including to fight money laundering.
  - \$11.5 million over three years to support transportation security.
  - \$5.7 million over five years and \$1.2 million ongoing to protect national economic security.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Sept-2020</a>	RCMP Community Policing

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Rural challenges, national opportunity](#) (2018), p. 19-21
- [Cities and Communities: Partners in Canada's Future](#) (2015), p. 30-31

# FCM POLICY STATEMENT

## SUBSTANCE USE AND DRUG POLICY

### CONTEXT

#### **Legalization of non-medical cannabis**

With the passage of Bill C-45 (the *Cannabis Act*) and C-46 (*An Act to amend the Criminal Code*), the use of cannabis for non-medical purposes became legal in Canada on October 17, 2018. With a broad range of expertise and experience acquired on the ground as the cannabis prohibition paradigm continues to shift, municipalities are well placed to make significant contributions to the ongoing legislative regulatory processes for cannabis that will continue to evolve.

Research has shown that implementing this new legislative initiative safely and effectively will impose real costs on the municipal sector. From the earliest discussions with the federal Task Force on Cannabis Legalization and Regulation in August 2016, FCM has been clear that these costs should not, and cannot, be borne at the local level. Keeping Canadians safe and well served through the legalization process starts with sustainable investments in local solutions.

#### **Substance Use and the Canadian Drugs and Substances Strategy**

Municipalities, and particularly local first responders, are on the front lines of these public health crises, reviving people from overdoses, educating the public, and implementing harm reduction measures such as distributing overdose prevention drugs, and opening supervised consumption and overdose prevention sites. In response to the opioid crisis, in February 2017, FCM's Big-City Mayors' Caucus launched a task force to share best practices and save more lives, releasing [comprehensive recommendations](#) for coordinated, nation-wide action by all orders of government in May 2017. These recommendations were endorsed by FCM's Board of Directors at its September 2017 meeting. Despite efforts, the opioid crisis persists and continued work and collaboration is required. While the opioid crisis is being felt most acutely in large urban centers, the existence of fentanyl and other opioids is increasingly a reality in communities of all sizes. Communities are also increasingly faced with challenges related to social disorder and crime as a result of increased use of methamphetamines and other substances. As a result, in March 2019, FCM's Board expanded its policy to address all substance use and addiction.

#### **Illegal production of cannabis and illicit substances**

The illegal production of cannabis and illicit substances poses a significant challenge to communities. Unregulated cannabis cultivation and methamphetamine production present many risks to the public, emergency services and police. As a result of the lack of cooperation among jurisdictions, municipal police resources are ill-used in the investigation of illegal production operations. The proliferation of these operations contributes substantially to the growth in police budgets. As the legal and regulatory framework for cannabis use in Canada (both medical and non-medical) continues to evolve, the municipal sector must be engaged and supported in the efforts to address the illegal production of cannabis and illicit substances.

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### FCM STANDING POLICIES

#### **1. Legalization of non-medical cannabis**

- 1.1. FCM will continue to advance the following key principles as it relates to the legalization of non-medical cannabis:
  - 1.1.1. close communication and consultation with municipalities;
  - 1.1.2. recognition and respect for municipal authority; and
  - 1.1.3. coordinated implementation and enforcement plans across all orders of government.
- 1.2. The federal government must formally acknowledge the role of municipalities in the Federal-Provincial-Territorial Agreement on Cannabis Taxation and must ensure the agreement includes the requirement that provinces and territories provide at least one-third cannabis excise tax revenue to municipalities within their jurisdiction.

- 1.3. With respect to medical and non-medical production facilities, the federal government should ensure that municipalities:
  - 1.3.1. have the authority and flexibility to decide if a cannabis production facility should operate within municipal boundaries;
  - 1.3.2. are able to exercise their existing authority to put in place and enforce appropriate land use and nuisance regulations; and
  - 1.3.3. are engaged as part of the production licensing process.

## **2. The Opioid Crisis and the Canadian Drugs and Substances Strategy**

- 2.1. The federal government should immediately establish and report on comprehensive timelines and evidence-based measures for specific outcomes related to each of the four pillars of the Canadian Drugs and Substances Strategy – harm reduction, treatment, prevention and enforcement.
- 2.2. The federal government should adopt a comprehensive and coordinated pan-Canadian action plan which addresses the root causes of substance use disorder, aligns federal, provincial/territorial and local strategies, responds to the specific needs of Indigenous communities and Indigenous individuals, and rapidly expands all aspects of the collective response to overdose and addiction crises.
- 2.3. The federal government should take concrete actions to meaningfully and urgently address all four pillars of the Canadian Drugs and Substances Strategy, with an emphasis on:
  - 2.3.1. Harm reduction – facilitate access to supervised consumption and overdose prevention sites, as well as other harm reduction options as identified within a community;
  - 2.3.2. Treatment – eliminate delays in access to a variety of comprehensive, wrap-around treatment options and long-term recovery supports;
  - 2.3.3. Prevention – develop evidence-based strategies to address stigma;
  - 2.3.4. Enforcement – establish national evidence-based protocols for the remediation of contaminated scenes and the handling of fentanyl and carfentanil and expand Drug Treatment Court.
- 2.4. The federal government should improve surveillance, data collection and reporting and ensuring consistent and timely access to drug-related death and overdose data, and improve the evidence-base by collecting and reporting on demographic data, including in particular the impact of the opioid crisis on Indigenous communities, with a focus on prevention and addressing social determinants of health.
- 2.5. The federal government should work with local governments to address the urgent need to develop more social and affordable housing, including supportive housing and housing employing a harm reduction approach, through the implementation of the federal government's National Housing Strategy and a long-term expansion of the Homelessness Partnering Strategy.
- 2.6. The federal government should work with provinces/territories, municipalities, Indigenous organizations and stakeholders to develop, implement and monitor the Canadian Poverty Reduction Strategy, which should address both the root causes of addiction, as well as supports to alleviate the immediate consequences of addiction.
- 2.7. The federal government should establish an intergovernmental dialogue about access to substance use prevention, harm reduction and treatment options for individuals in Canada's correctional system, and the role of the criminal justice system in addressing the root causes of the opioid crisis.

## **3. Illegal production of cannabis and illicit substances**

- 3.1. As the legal and regulatory framework for cannabis use in Canada (both medical and non-medical) continues to evolve, the federal government should adopt the following recommendations:
  - 3.1.1. Engage and support municipalities in their efforts to address the illegal production of cannabis and other licit and illicit substances.
  - 3.1.2. Establish greater intergovernmental cooperation and information-sharing in the investigation of suspected illicit marijuana grow operations.
  - 3.1.3. Establish comprehensive standards for the remediation of residential and commercial properties used in the illegal production of cannabis or illicit drugs.

**Committee Oversight:** Standing Committee on Community Safety and Crime Prevention

## KEY FACTS

- Implementing the cannabis regime will require process or capacity changes in up to 17 distinct municipal departments—such as building services, community standards, fire and police services, transit, finance, human resources and customer service.
- Local governments will have two main cost drivers related cannabis legalization – municipal administration and local policing.
- The estimated cost to implement and enforce cannabis related legislation (C-45 and C-46) for municipalities is \$3-4.75 million annually per 500,000 population.
- Between January 2016 and June 2018, at least 9,018 Canadians died as a result of opioids, corresponding to a death rate of 11 people per day.
- The number of apparent opioid-related deaths increased by 34% in 2017 (10.9 per 100,000 population) from 2,978 in 2016 (8.2 per 100,000 population).
- In 2018, 94% of apparent opioid-related deaths were unintentional/accidental.
- A recent increase in drug offences and seizures involving methamphetamine, including a 590% increase in possession incidents between 2010 and 2017, suggests the availability of methamphetamine has been increasing in recent years.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Sept-2020</a>	<a href="#">Improving the Medical Cannabis Regime</a>
<a href="#">Mar-2020</a>	<a href="#">Federal Regulations on Vaping Products</a>
<a href="#">Mar-2020</a>	<a href="#">Cannabis Revenue Sharing</a>
<a href="#">Mar-2020</a>	<a href="#">Limiting the Access and Appeal of Vape Products to Youth</a>
<a href="#">Sept-2019</a>	<a href="#">Production of Cannabis for Medical Purposes</a>
<a href="#">Sept-2019</a>	<a href="#">Increasing Access to Safe Supply Programs to Treat Substance Use Disorder</a>
Mar-2019	<a href="#">Medical Cannabis Production</a>
Mar-2019	<a href="#">Regulations pertaining to the access of medical cannabis</a>

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Submission](#) to the Department of Finance on the *Proposed Excise Duty Framework for Cannabis Products* (2017)
- [Cannabis Legalization Primer](#) (2017)
- [Municipal Guide to Cannabis Legalization](#) (2018)
- [Recommendations of the Mayors' Task Force on the Opioid Crisis](#) (2017)

# FCM POLICY STATEMENT

## AIR QUALITY

### CONTEXT

Air quality directly affects human and environmental health. The primary ambient air pollutants in Canada are particulate matter, ozone, nitrogen dioxide, carbon monoxide, and sulphur dioxide. The causes of air pollution are varied and include industrial activity, transportation emissions and international trans-boundary emissions. The effects of air pollution include smog, acid rain and respiratory illness. Air pollution has a disproportionate impact on vulnerable populations such as children, seniors and persons with existing respiratory conditions like asthma.

Managing air quality is a shared responsibility. Municipalities contribute to local air quality through by-laws (e.g. restrictions on open burning), zoning, transportation planning and investments in public transit and active transportation infrastructure that reduce vehicle emissions. Provincial and territorial governments set and enforce air quality standards and regulate industry. The federal government has a critical role to play in monitoring air quality, conducting scientific research, limiting air pollutants through environmental regulation like the Canadian Environmental Protection Act (CEPA), signing on to international agreements to address global air pollution, and conducting environmental assessments of federally-regulated projects.

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### FCM STANDING POLICIES

#### 1. Intergovernmental Collaboration

- 1.1. The federal government should amend the preamble of the Canadian Environmental Protection Act (CEPA) to formally recognize the importance of intergovernmental coordination, including the role of municipal government. The CEPA National Advisory Committee should include municipal representation.

#### 2. Monitoring and Reporting

- 2.1. The federal government should continue to collect real-time local air-quality conditions and make the information available to all citizens and decision-makers.

#### 3. Vehicle Emissions

- 3.1. The federal government should improve vehicle fuel efficiency by introducing vehicle emission standards for both light-duty vehicles and freight transportation. The Motor Vehicle Fuel Consumption Standards Act, for example, should introduce fuel-efficiency standards equivalent to those adopted in California and other leading jurisdictions;
- 3.2. The federal government should continue to invest in public transit, active transportation and zero-emission vehicles, including electric passenger vehicles and electric buses.

#### 4. Coal Transport

- 4.1. The federal government should conduct a comprehensive environmental and health impact assessment for the shipment of thermal coal by rail and over coastal waters and identify an accountable federal oversight agency to monitor rail transport, barge transfer and transport of thermal coal over coastal waters to ensure implementation of environmental and health protection measures.

#### 5. Trans-boundary Air Pollution

- 5.1. The federal government should address trans-boundary air pollution, for instance by ensuring that bilateral agreements between Canada and the United States are maintained and strengthened.

**Committee Oversight:** Standing Committee on Environmental Issues and Sustainable Development



## **KEY FACTS**

- Environment and Climate Change Canada maintains the [Air Quality Health Index](#) to monitor air quality in select Canadian cities.
- It is estimated that between 14,000 (Health Canada, 2017) and 21,000 (Canadian Medical Association, 2008) Canadians die prematurely every year as a result of air pollution. Globally, the World Health Organization estimates that 7 million people die as a result of air pollution every year, making it one of the leading causes of death worldwide (2018).

## **ACTIVE RESOLUTIONS**

*There are currently no active resolutions.*

# FCM POLICY STATEMENT

## BIODIVERSITY

### CONTEXT

Plants, animals and microorganisms are essential to the natural processes that keep the Earth's atmosphere, climate, landscape and water in balance. They help ensure human health and economic prosperity. Every community is impacted by the health of its local environment, and environmental issues can directly impact municipal operations. Biodiversity is impacted by habitat loss, climate change, disease and other natural and human-caused factors. As the order of government responsible for providing clean drinking water, managing waste, land use planning and other areas with a direct connection to the environment, municipalities take our role as environmental stewards seriously.

#### **Species at Risk**

The federal government plays an important role in managing biodiversity in all regions of Canada. Municipalities welcome federal leadership on the environment. FCM also recognizes that many municipalities are closely linked to resource development taking place in their region. Federal environmental legislation, such as the *Species at Risk Act*, can have an impact on resource industries like fishing, forestry, mining and oil and gas, and impact municipal development. Municipal governments have valuable local knowledge about how at-risk species are using the landscape and are impacted by development, and must be recognized as a partner in working towards recovery for species at risk. FCM's Policy Statement on Federal Environmental Assessments includes principles for protecting municipal interests and including municipalities in federal environmental legislation and assessment processes.

#### **Invasive Species**

Left unchecked, invasive species can have a devastating environmental and economic impact. Forest pests, such as the Mountain Pine Beetle and the Spruce Budworm, have impacted and continue to threaten commercial forestry activities, causing millions of dollars of damage and threatening the viability of local communities. Other forest pests, like Dutch Elm Disease and the Emerald Ash Borer, have impacted urban forests and placed a strain on limited municipal resources in response. In 2019, the House of Commons Standing Committee on Natural Resources recommended that the federal government work with municipalities to develop a national forest pest strategy. Aquatic invasive species, such as Zebra Mussels, Quagga Mussels and Sea Lamprey have infiltrated Canadian waters, impacting commercial and recreational fisheries and damaging municipal infrastructure. The possibility of Asian Carp entering Canadian waters from the US poses a serious threat to the Great Lakes and St. Lawrence region. Working with the provinces and territories, the federal government plays a critical role in preventing the spread of aquatic invasive species into and within Canada.

#### **Pesticides**

Pesticides produce some important benefits. They can reduce pest-borne diseases and allergens, and they can limit the spread of invasive and alien species. However, pesticides are also a concern for human health and the environment. Municipal governments have the authority to protect the health and safety of residents and to regulate nuisances through municipal bylaws. The primary authority of municipal governments is to regulate pesticides on municipal or even private land, as determined by provincial or territorial legislation. Following the Supreme Court's decision, on the Hudson, QC case, to uphold municipal bylaws banning cosmetic use of pesticides within municipal boundaries, including private property, over 170 municipalities have introduced cosmetic pesticide bans. Provincially, Quebec was the first province to implement a cosmetic pesticide ban in 2006. Since then, Ontario, Nova Scotia, New Brunswick, Newfoundland and Prince Edward Island have adopted laws to restrict cosmetic pesticides.

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## FCM STANDING POLICIES

### 1. Invasive Species

- 1.1. The federal government should deliver national programs that prevent invasive species, including aquatic invasive species, entering Canada and limit the spread of invasive species within Canada.
- 1.2. The federal government should involve municipalities in the development and delivery of invasive species programs, and provide resources to local governments in instances where municipalities are directly involved in limiting the spread of invasive species.
- 1.3. The federal government should provide support to communities in regions that been adversely impact by invasive species.

### 2. Species at Risk

- 2.1. The federal government should engage municipalities in decisions related to resource and ecosystem management, particularly when these decisions will have a direct impact on community viability and traditional culture.
- 2.2. The federal government should recognize municipal governments and Indigenous governments as partners in developing conservation agreements, funding agreements, and recovery plans under the *Species at Risk Act*.
- 2.3. The federal government should continue to define the objective of the *Species at Risk Act* as the survival and recovery of at-risk species' populations, rather than establishing the permanent protection of lands.

### 3. Biodiversity and Protected Areas

- 3.1. The federal government should provide municipalities with the necessary tools and resources to incorporate biodiversity considerations into land-use planning decisions.

### 4. Pesticides

- 4.1. The federal government should strengthen risk-assessment and management process for pesticide products, in consultation with municipalities.
- 4.2. Municipalities must have the authority to limit the use of pesticides for cosmetic purposes on both private and municipal property.
- 4.3. The federal government should work with municipalities to develop alternative pest-management strategies, support innovative early intervention programs, and integrated pesticide management.

**Committee Oversight:** Standing Committee on Environmental Issues and Sustainable Development

**Last updated:** March 2021 Board of Directors Meeting

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## KEY FACTS

- In 2018 there were 521 plant and animal species listed at risk under the federal *Species at Risk Act*.
- From 1970 to 2014, half of monitored wildlife species in Canada suffered population declines. Since 2002, when the Species at Risk Act became law, federally listed at-risk wildlife populations declined by 28 per cent (World Wildlife Fund, Living Planet Report Canada, 2017).
- Since 2001, the Government of British Columbia has invested \$917 million into combatting the Mountain Pine Beetle Epidemic in that province. Six million hectares of pine forest in Alberta are susceptible to attack by mountain pine beetle, and Alberta's forest industry employs 38,000 people and each year makes products valued at about \$10 billion.
- As of 2015, the Emerald Ash Borer had killed an estimated 50-100 million trees within North American municipalities. Fisheries and Oceans Canada has identified 14 freshwater invasive species that pose a threat to Canadian waterways.
- Fisheries and Oceans Canada lists about 170 aquatic invasive species (AIS). Budget 2017 included \$44 million in new funding over five years to expand AIS programming. In April 2019, the federal

Commissioner of the Environment and Sustainable Development concluded that the federal government's efforts to prevent the spread of AIS have been insufficient.

- Canada has committed to conserving at least 17 percent of terrestrial areas and inland water, and 10 percent of coastal and marine areas, by 2020, through networks of protected areas and other effective area-based conservation measures. Budget 2018 committed \$1.3 billion for biodiversity, species and risk and protected areas, including a \$500 million Nature Fund.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Mar-2020</a>	<a href="#">Phragmites Control</a>
<a href="#">Mar-2020</a>	<a href="#">Conservation and Biodiversity for Climate Change Mitigation and Adaptation</a>

# FCM POLICY STATEMENT

## CLIMATE CHANGE

### CONTEXT

Climate change is affecting the severity, frequency and duration of extreme weather events in Canada, including flooding, droughts, storm surges, high winds, and heat waves, directly impacting municipal operations and infrastructure. According to a 2019 study by Environment and Climate Change Canada, Canada is warming twice as fast as the global average. There is broad consensus in the scientific community that unless significant progress is made in reducing global greenhouse gas (GHG) emissions, the frequency and severity of extreme weather events will continue to increase. Transitioning to a resilient, low-carbon economy will require an unprecedented scaling-up of local action on climate change. This can only be achieved through a strong partnership that builds on the strengths of all orders of government.

#### Greenhouse Gas Mitigation

Under the 2015 Paris Climate Agreement, Canada has committed to reducing its GHG emissions by 30% below 2005 levels by 2030. The overall aim of the agreement is to limit global temperature increases to below 2 degrees Celsius and to pursue efforts to limit global temperature increase to 1.5 degrees Celsius.

In November 2016, the federal government released a new climate strategy, the Pan-Canadian Framework for Clean Growth and Climate Change (PCF), aimed at meeting its GHG reduction goals under the Paris Agreement, while developing a green economy and building resilience to climate change. While the development of the PCF was largely a federal-provincial-territorial exercise, the federal government has acknowledged that municipalities will be key to implementation, and many of the funding programs meant to support the PCF are accessible to municipalities.

With proven, cost-effective emissions reductions available at the local level—through public transit, water and waste management, building efficiency, active transportation, electric vehicles and other areas—there is a near-term opportunity for federal-municipal partnership to scale-up local actions and reach Canada's 2030 target.

#### Climate Change Adaptation

As the owners and operators of 60 percent of the public infrastructure that Canadians rely on daily, municipalities are on the front lines of climate change, susceptible to both chronic and acute climate risks. Northern communities are particularly vulnerable as thawing permafrost is impacting existing infrastructure and making planning for future infrastructure projects difficult. Addressing these risks by retrofitting infrastructure poses an additional burden on municipalities with limited financial capacity. Protecting critical infrastructure owned and operated by municipalities such as water and wastewater treatment, as well as energy, communications and transportation infrastructure is an important factor in determining a community's resilience to climate change impacts. Finally, municipalities also play a leadership role in developing community-wide climate change adaptation plans and putting regulations and policies in place informing how the public sector, businesses and residents adapt to climate change.

### FCM STANDING POLICIES

#### 1. Greenhouse Gas Mitigation

- 1.1. The federal government should develop policies and programs, in consultation with FCM and its member municipalities, to support municipal efforts to reduce GHG emissions at the local level consistent with the need to limit global temperature increase to below 2 degrees Celsius and to pursue efforts to limit global temperature increase to 1.5 degrees Celsius, in line with the COP21 Paris Climate Agreement.
- 1.2. Canada's climate policy should be based on the goal of achieving net-zero GHG emissions no later than 2050.

- 1.2.1. The net zero by 2050 goal should be enshrined in legislation with strong transparency and accountability mechanisms and accompanied by a science-based emissions reduction plan.
- 1.2.2. Federal net zero legislation and emissions reductions plans should be developed in consultation with municipal governments.
- 1.3. The federal government should partner with municipalities to scale-up proven GHG emission reduction projects and accelerate action on climate change in communities of all sizes and all regions across the country through sustained, predictable infrastructure investments, ideally through an allocation-based funding model.
- 1.4. The federal government should continue to work in partnership with FCM and Canadian municipalities to implement the Pan-Canadian Framework on Clean Growth and Climate Change and support municipalities to take additional actions as necessary in order to achieve Canada's 2030 GHG reduction target.
- 1.5. The federal government should support evidence-based decision making at the local level that contributes to the goal of achieving net-zero by 2050, for instance by improving access to energy and GHG emissions data and reporting, developing net-zero carbon budgeting tools, and providing resources and capacity building to help municipalities develop and implement local net-zero pathways.
- 1.6. The federal government should consider the impact of carbon pricing mechanisms on essential municipal services, transportation costs for food and fuel in remote areas, particularly those communities fully or partly dependent on diesel fuel.
- 1.7. The federal government should increase the stringency of the National Building Code and the National Energy Code, as well as develop a retrofit energy code for existing buildings, in order to reduce GHG emissions from residential and commercial buildings.
- 1.8. The federal government should formally integrate the role of municipalities and municipal GHG emission reduction commitments into the Nationally Determined Contribution (NDC) that Canada submits to the UN Framework Convention on Climate Change (UNFCCC) under the Paris Climate Agreement as part of a wider effort to better align municipal, provincial/territorial and federal climate policy and outcomes reporting.
- 1.9. The federal government should support the adoption of electric vehicles (EV) through per-vehicle incentives and other policies and programs. Federal programming should aim to increase the percentage of vehicles on the road that are electric or low- and zero-emission each year, including targeted support for light-, medium- and heavy-duty vehicles, including private passenger vehicles, commercial fleet vehicles, municipal fleet vehicles and public transit.
- 1.10. The federal government should recognize that the adverse impacts of climate change and natural disasters, as well as the impacts of poorly designed GHG mitigation policies, will disproportionately fall on lower income and marginalized communities, as well as women and girls, and lead to higher inequality if left unaddressed. An equity-centered approach, including a gender-based analysis, should be applied to all climate change mitigation and adaptation policies and programs to ensure that federal decision-making reduces inequality and supports climate justice.
- 1.11. The federal government should work with municipalities in the development of a clean fuel sector in Canada by introducing policies and incentives for the development and adoption of clean fuels in communities and ensure that municipal priorities have consideration in allocating the Low-carbon and Zero-emissions Fuels Fund.

## **2. Climate Change Adaptation**

- 2.1. The federal government should support local governments to build and adapt infrastructure to make it more resilient to climate change through sustained, predictable funding models, ideally through an allocation-based funding model.
- 2.2. Federal application-based funding programs that support infrastructure investments to reduce climate risk should adhere to the following principles:
  - 2.2.1. Direct municipal access;
  - 2.2.2. A fair proportion of funding for municipal projects;

- 2.2.3. Accessible to, and reflective of the needs of, municipalities in the territories and northern regions of the provinces;
- 2.2.4. Eligibility criteria that address a broad range of disaster risks related to climate change;
- 2.2.5. Allow for projects of various sizes; and
- 2.2.6. Ability to bundle multiple projects in one application.
- 2.3. The federal government should expand its role in collecting and sharing data on climate change risks, invest in climate modelling, and make climate data available to municipalities in a usable form and at a usable scale.
- 2.4. The federal government should help build local capacity to assess climate risks, make the best use of available climate data and develop local adaptation plans, including through asset management planning and the development of standardized risk assessment, planning and decision-making tools.
- 2.5. The federal government should update national building codes and engineering standards to reflect future weather and climate conditions.
- 2.6. The federal government should support municipal programs that enhance conservation projects in terms of the acquisition, management and restoration of natural environments that play a strategic role in the preservation of the living environments of their community.

### 3. Climate Assessments for Federal Infrastructure Funding

- 3.1. In applying a “climate lens” to infrastructure funding programs, the federal government should adhere to the following principles:
  - 3.1.1. Only use a climate lens to determine eligibility for funding streams directly related to reducing GHG emissions or improving climate resiliency;
  - 3.1.2. Evaluate climate outcomes in relation to the size of a project or the size of the funding recipient rather than an absolute GHG reduction or climate risk reduction threshold;
  - 3.1.3. Keep compliance costs as low as possible by making methodological requirements reasonable and based on existing practices, by making in-kind costs eligible expense, and by allowing funding recipients to apply for pre-approval before applying the full lens; and
  - 3.1.4. Respect the practices and process that municipalities already have in place and is complementary to existing reporting requirements at other levels of government and through voluntary reporting initiatives.
- 3.2. The federal government should ensure that soft costs related to the development, updating and implementation of local government carbon emission reduction plans are considered eligible expenses under federal infrastructure programs.

**Committee Oversight:** Standing Committee on Environmental Issues and Sustainable Development  
**Last updated:** March 2021 Board of Directors Meeting

### KEY FACTS

- Extreme weather events due to climate change will cost Canadians, on average, \$5 billion annually by 2020 and upwards of \$43 billion per year by 2050 (TD Economics, 2014 and the National Roundtable on the Environment and the Economy, 2011).
- Property damage from natural disasters and extreme weather in Canada averaged \$405 million per year between 1983 and 2008, but have risen dramatically to \$1.8 billion per year since 2009 (Insurance Bureau of Canada).
- Every dollar invested in climate change adaptation today yields \$6 in avoided costs (National Institute of Building Sciences, 2018).
- The actions contained in the climate change action plans of 23 municipalities, representing 8.6 million Canadians, would cut 51.4 million tonnes of GHGs by 2030—a full quarter of the reduction that Canada must achieve to meet current federal targets. (FCM and Aether Consulting, 2018)
- Investments in municipal projects that reduce GHG emissions (e.g. transit, vehicle electrification and improved building efficiency) have been achieved at low to negative abatement costs. In comparison, the Parliamentary Budget Office recently assessed that abatement options in different sectors of the economy at \$30 and \$100 per tonne of CO<sub>2</sub>. (FCM and Sustainability Solutions Group, 2016)

- Since 2000, FCM's Green Municipal fund has financed more than 1,250 municipal sustainability initiatives, helping to cut 2.5 million tonnes of greenhouse gas emissions—the equivalent of taking 571,000 cars off the road. Budget 2019 expands on this success with a \$950 million investment in new programs to reduce GHG emissions and energy costs in the building sector.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#"><u>Sept-2020</u></a>	Repeal or Amend the Legislation Created by Bills C-48 and C-69 and Approve a National Utility Corridor
<a href="#"><u>Mar-2020</u></a>	Federal Funding and Support for Natural Solutions to Climate-Related Adaptation and Mitigation
<a href="#"><u>Mar-2020</u></a>	Conservation and Biodiversity for Climate Change Mitigation and Adaptation
<a href="#"><u>Jun-2019</u></a>	Federal Climate Change Adaptation Funding and Support for Regional Disaster Mitigation and Flood Planning
<a href="#"><u>Jun-2019</u></a>	Zero Emission Buses and Municipal Fleet Vehicles

## RELEVANT FCM REPORTS AND SUBMISSIONS

- Submission on the Pan-Canadian Framework for Clean Growth and Climate Change (2016)
- [Partners for Climate Protection 2018 National Measures Report \(2018\)](#)



# FCM POLICY STATEMENT

## FEDERAL ENVIRONMENTAL ASSESSMENTS

### CONTEXT

The federal government plays an important role in reviewing and approving infrastructure and resource development projects that are of a certain size, cross provincial boundaries or impact areas of federal responsibility such as fisheries, navigation on public water bodies, migratory birds or species at risk. Projects that may be subject to a federal environmental assessment process include inter-provincial pipelines and electrical transmission lines, nuclear power generating stations and nuclear waste storage facilities, hydro dams, mines, oil and gas facilities and municipal infrastructure projects that impact navigation on lakes and rivers, fish habitat or another area of federal responsibility.

Municipalities are uniquely impacted by federal environmental assessments, sometimes as proponents, sometimes as interveners, but always as a level of government. As proponents for regulated projects, municipal governments are directly affected by federal environmental assessments. Municipalities also regularly participate in assessments where outcomes have a local impact on areas of municipal responsibility, such as environmental sustainability, emergency response planning, land-use planning, and the construction and maintenance of municipal infrastructure. At the same time, many projects, including within the resource development sector, are important to economic prosperity and quality of life in local communities, especially in rural and northern Canada. Municipalities benefit directly from resource development and energy infrastructure projects like pipelines through property taxes, and indirectly through job creation and economic development.

Beginning in 2016 the federal government undertook a comprehensive review of federal environmental assessments and the different pieces of legislation governing them – including the Canadian Environmental Assessment Act, the National Energy Board Act, the Fisheries Act and the Navigation Protection Act. FCM participated in these reviews, presenting detailed recommendations to advance the role of municipalities as actors within federal environmental assessment processes and ensure that municipal infrastructure projects are regulated appropriately.

#### **The Fisheries Act**

As a recognized environmental leader, FCM shares the federal government's interest in protecting fish habitat. From coast to coast to coast, communities depend on strong and healthy aquatic ecosystems to support local fisheries, outdoor recreation, tourism and quality-of-life. FCM also seeks to ease unproductive administrative and financial burdens for local governments. This is important as the federal government engages municipalities as partners in its historic infrastructure plan. Prior to the changes made to the legislation in 2012, municipalities were concerned that the Fisheries Act over-regulated low-risk activities and created unnecessary administrative burdens for municipalities due to a combination of blanket protection of habitat and a lack of power to enforce environmental protections under the Act. These concerns were felt most acutely by rural municipalities, but were experienced by municipalities of all sizes across the country.

#### **The Navigation Protection Act**

FCM has consistently recommended aligning legislation with current transportation demands, which depend more on the construction of bridges and roads than expanding water navigation. With input from FCM and other stakeholders, the former Navigable Waters Protection Act's scope was refined in 2009 to include an exemption for minor works and waters with little impact on navigation. Until then, the legislation had not substantially changed in over a century. Several amendments in 2012—including a name change to Navigation Protection Act (NPA)—brought aspects of the law closer to Canada's modern realities. These changes addressed municipal concerns about project delays and expenses caused by federal reviews triggered by small-scale projects. At the same time, we recognize and share concerns that have been expressed about the large number of lakes and rivers that no longer have oversight under the NPA, and support a process for adding water bodies back to the list of "scheduled waters".

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## FCM STANDING POLICIES

### 1. Federal environmental assessments

- 1.1. Federal environmental assessment should strive to achieve the following primary objective:
  - 1.1.1. Community engagement – Involve rigorous and meaningful, but time limited, consultations with local communities, Indigenous peoples and governments and those directly impacted by the project.
  - 1.1.2. Protect and strengthen local economies, quality of life and the health and integrity of the local environment.
  - 1.1.3. Equip and support municipal first responders to respond to emergencies related to proposed projects.
  - 1.1.4. Prevent downloading of project-related safety, emergency response and other costs to municipal taxpayers.
- 1.2. Only major projects that have the greatest potential impacts in areas of federal jurisdiction should be subject to federal environmental assessments.
- 1.3. The federal government should adopt a “one project, one review” principle, coordinating inter-jurisdictional cooperation to reduce duplication, promote harmonization of regulation, and incorporate each level of government’s plans and policies into a single assessment process.
- 1.4. Assessments should be conducted by joint panel reviews led by the federal assessment agency with the participation of the relevant life-cycle regulator. Panels should include individuals with expertise in environmental and local issues, with at least one member having knowledge of, or experience in, municipal government or the functions of municipal government.
- 1.5. In making a “public interest determination”, federal assessment agencies should be required to consider local impacts including: impacts to the local economy, environment and public health of affected communities; municipal interests and costs; alternate project locations and routes, and their impacts; and alternate proposed projects. The scope of “factors to be considered” by the assessment agency for a particular project must be determined in consultation with municipalities directly affected by the project.
- 1.6. Municipalities directly affected by a regulated project should automatically be granted status in public hearings.
- 1.7. Federal assessments must include a review and proper testing of evidence brought forward by the proponent through cross-examination by all parties.
- 1.8. Participant funding should reflect the scale of the work that must be completed by the participant—for example the population a municipal government is acting on behalf of, or the territory or watershed that it is responsible for—rather than establishing an arbitrary maximum.
- 1.9. Assessment timelines should be determined on a project-by-project basis, considering the project’s size, scope and potential impact on communities, rather than applying a one-size-fits-all timeline with a provision for a Ministerial exemption.

### 2. Federally regulated pipelines

- 2.1. The federal government should require pipeline operators to comply with municipal bylaws and official plans, except where they would render a project inoperative.
- 2.2. The federal government should require proponents for new pipelines to design the final routing of the project in consultation with the municipal governments through whose boundaries the project crosses, and in a manner that accommodates all reasonable municipal concerns, and obtain the consent of the municipality prior to construction.
- 2.3. The federal government should require project proponents to develop comprehensive emergency response plans in consultation with local governments and municipal first responders, which are made public in advance of submitting an application for project approval.
- 2.4. The federal government should require all pipeline operators shipping diluted bitumen to provide site-specific consequence analyses, response plans, and tactics for submerged and sunken oil to be available for review by public and impacted communities.

- 2.5. The federal government should ensure that municipalities are fully compensated for costs related to pipeline construction, including costs related to the loss of municipal land that has been expropriated for use as a pipeline right of way.
- 2.6. The federal government should ensure that municipalities are fully compensated for costs related to an incident involving federally-regulated infrastructure, including staff time and use of municipal resources, facilities and equipment, roads, bridges, culverts, water and wastewater treatment facilities.
- 2.7. The federal government should ensure that pipeline operators are required to carry sufficient liability insurance, and that operators are held accountable to provide adequate compensation in a timely manner.
- 2.8. The federal government should ensure that municipalities are fairly compensated and that liability is not unfairly transferred to municipalities regarding the construction and maintenance of municipal infrastructure within pipeline rights of ways, including ensuring that the Damage Prevention Regulations under the Pipeline Safety Act do not unfairly allocate obligations, costs and liabilities to municipalities, and compromise municipalities' ability to conduct routine maintenance on municipal roads.
- 2.9. The federal government should clarify the obligations of municipalities to obtain permission from pipeline operators prior to conducting routine maintenance activities to improve education and awareness for municipal staff responsible for operating and maintaining infrastructure in proximity to existing federal pipeline infrastructure.

### **3. The Fisheries Act**

- 3.1. The Fisheries Act should aim to protect fish and fish habitat without unnecessarily applying to low-risk municipal infrastructure and in water bodies that do not constitute fish habitat.
- 3.2. The federal government should develop a new regulation under the Fisheries Act that would exempt low-risk "works, activities and undertakings" that cause "the harmful alteration, disruption or destruction of fish habitat" (HADD) but only have a small impact on fish or fish habitat such that they do not compromise the objectives of the Act.
- 3.3. Fisheries and Oceans Canada should work with municipalities to develop Codes of Practice for routine municipal "works, activities and undertakings" to provide guidance to municipalities on how to avoid harming fish and fish habitat and not require federal authorizations.
- 3.4. The federal government must find an alternative to requiring a letter of credit from a financial institution from municipalities as part of the process for receiving conditional authorization from Fisheries and Oceans Canada to begin work.
- 3.5. In order to monitor and assess cumulative impacts, the federal government should establish a public database to identify the location and status of projects having a potential to cause harm to fish and fish habitat, the location of different aquatic species, monitoring, and the status of authorizations.
- 3.6. Fisheries and Oceans Canada should be sufficiently resourced to ensure that applications are reviewed and processed efficiently and include science-based assessments.
- 3.7. Fisheries and Oceans Canada should expedite permitting for emergency works to protect communities and repair and restoration work as a result of a natural disaster.

### **4. The Navigation Protection Act**

- 4.1. The federal government should conduct a review of the Minor Works Order to assess whether additional works related to municipal operations need to be added.
- 4.2. Transport Canada should create a standardized mechanism for project proponents to notify the public in order to meet the consultations requirements under the Act.
- 4.3. The federal government should ensure that the time limits for public notification and consultation outlined in the Act are reviewed on a regular basis, and amended if they are deemed to be ineffective, in order to ensure that municipal infrastructure projects are not subject to untimely delays.

**Committee Oversight:** Standing Committee on Environmental Issues and Sustainable Development  
**Last updated:** March 2021 Board of Directors Meeting

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## KEY FACTS

- The existing pipeline network in Canada is comprised of 825,000 km of transmission, gathering, or distribution lines. 100,000 km of those lines are large-diameter transmission lines, of which 73,000 km of those lines are regulated by the National Energy Board (NEB). Only the United States of America has a larger pipeline network. In 2015, members of the Canadian Energy Pipeline Association paid \$1.5 billion in taxes to all levels of government, \$709 million of which was paid to municipalities through property taxes on the land on which pipelines and supporting infrastructure like pumping and compressing stations exist.
- The *Navigation Protection Act* (NPA) currently applies to 62 rivers, 97 lakes and the three oceans, representing only a fraction of all waterways in Canada (Transport Canada, 2015).
- The fisheries and aquaculture sectors in Canada generate more than \$6 billion per year and directly employ 80,000 people nationwide, however research suggests that Canada's fish stocks have declined by 55% since 1970.
- As of August 2018, the Canadian Environmental Assessment Agency's online public registry lists 77 projects as undergoing active environmental assessments across Canada.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Sept-2020</a>	Repeal or Amend the Legislation Created by Bills C-48 and C-69 and Approve a National Utility Corridor
Mar-2019	<a href="#">Federal Support for Energy Infrastructure Projects</a>
Mar-2019	<a href="#">Streamlined Process for Sediment Management – Flood Mitigation</a>
<a href="#">Sept-2019</a>	Bill C-68 - Remove Section 2.2 of The Fisheries Act

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Submission to the Senate Standing Committee on Energy, the Environment and Natural Resources on Bill C-69 \(2019\).](#)
- [Submission to the House of Commons Standing Committee on Environment and Sustainable Development in response to Bill C-69](#), An Act to enact the Impact Assessment Act and the Canadian Energy Regulator Act, to amend the Navigation Protection Act and to make consequential amendments to other Acts (2018)
- [Testimony to the House of Commons Standing Committee on Fisheries and Oceans in response to Bill C-68](#) (2018)
- [Submission in response to the federal government's Discussion Paper on Environmental and Regulatory Reviews](#) (2017)
- [Submission to the Expert Panel on National Energy Board \(NEB\) Modernization](#) (2017)
- [Submission to the House of Commons Standing Committee on Fisheries and Oceans](#) as part of their review of the Fisheries Act (2016)
- [Submission to the House of Commons Standing Committee on Transport, Infrastructure and Communities](#) as part of their review of the Navigation Protection Act (2016)

# FCM POLICY STATEMENT

## SOLID WASTE

### CONTEXT

The responsibility for solid waste management in Canada is shared among the federal, provincial/territorial and municipal governments. Collection, diversion (recycling and composting) and disposal operations are the responsibility of municipal governments, while the provinces and territories are primarily responsible for policy and legislation, as well as licensing and monitoring of municipal and private operations. The federal government has an important leadership role with respect to solid waste management, including international agreements, regulating pollution and toxic substances, public education and awareness, domestic legislation, policy and programs, and funding for infrastructure. The federal government also has an important role to play in coordinating federal-provincial-territorial waste policy, including through the Canadian Council of Ministers for the Environment (CCME).

Waste accounts for about 3% of Canada's greenhouse gas (GHG) emissions. Waste management strategies can contribute to Canada's climate change objectives and broader sustainability goals. This includes federal support for landfill gas capture infrastructure, and policy coordination between levels of government and industry to reduce food waste and increase the diversion of organic materials from landfills (where biodegradation creates methane emissions) to composting facilities.

#### Plastics

In response to changing global commodity markets for recyclable materials, municipalities and private sector recyclers need access to funding that enables investments in innovative waste-management technologies and facilities to improve domestic recycling capacity.

The accumulation of solid waste, particularly plastics, in oceans, lakes and rivers is a growing problem for Canadian municipalities. Globally, more than 8 million tonnes of plastic ends up in the ocean each year. Marine litter can impact biodiversity, fisheries and tourism, and poses a threat to human health. As leaders in waste management, municipalities are working to keep waste out of our water bodies and lead local shoreline cleanup efforts. The federal government can play a leadership role on the international stage to stem the flow of marine litter globally, and support municipalities to better manage plastics here at home.

#### Circular Economy

The main national policy frameworks for municipal solid waste are the Canada-Wide Action Plan for Extended Producer Responsibility and the Canada-Wide Strategy for Sustainable Packaging. Implementation of these policies has been slow and there remains a patchwork of policies and regulations across jurisdictions, product types and waste streams. FCM encourages the Government of Canada to work with all orders of government and industry on the coordinated implementation of national waste-management policies with extended producer responsibility as a key principle. The emphasis on extended producer responsibility would shift waste-management costs away from the taxpayer to producers and consumers. This shift would use market forces to drive innovation, product harmonization and enhanced product recyclability. The ultimate goal of such policies would be a life-cycle approach to product stewardship and greater recovery of waste as a secondary resource, moving Canada towards a more circular economy.

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### FCM STANDING POLICIES

#### 1. Marine Litter

1.1. The federal government should develop and implement a National Strategy to Mitigate and Manage Marine Litter that includes the following components:

1.1.1. Measurable national targets aimed at mitigating ocean plastics pollution, developed in consultation with all orders of government;

- 1.1.2. A federal program to support coastal clean-up operations in communities affected by marine litter;
- 1.1.3. A national public education and awareness campaign aimed at improving public understanding of the local and global environmental costs of marine litter, particularly plastics.
- 1.1.4. Federal efforts to enhance existing Extended Producer Responsibility (EPR) programs and policies that involve manufacturers, distributors and retailers in managing packaging and other waste throughout its entire life-cycle;
- 1.1.5. Support for innovation in waste management at the local level, including research, development of new technologies, demonstration projects and replication of the most promising technologies.
- 1.1.6. An evaluation of federal options to regulate packaging, including reducing the amount of packaging, setting minimum standards for recycled content or setting standards for recyclability.
- 1.1.7. Global leadership through international partnerships and collaboration.

## **2. Extended Producer Responsibility**

- 2.1. The federal government should create a national framework for extended producer responsibility, particularly for post-consumer packaging and products.

## **3. Plastic Waste**

- 3.1. The federal government should work with other countries to establish a global approach in prohibiting single-use plastics and abandoning plastic products and packaging through the use of viable and environmentally friendly alternatives.
- 3.2. The federal government should educate Canadians about the inherent long-term consequences of plastics.
- 3.3. The federal government should develop and implement a national strategy that seeks to eliminate plastic pollution, with regulations aimed at:
  - 3.3.1. Eliminating the use of problematic products and packaging that pollute our environment such as the industrial use of micro-plastics including, but not limited to, microbeads, needles, fibrous microplastics and fragments.
  - 3.3.2. Reducing consumer and industrial use of single-use plastics, including, but not limited to, plastic bags, bottles, straws, tableware, polystyrene (foam), plastic tea bags, cigarette filters, and beverage containers.
  - 3.3.3. Incenting the reduction of waste, reusability of products and packaging, and ensuring all products and packaging can practically be reduced, recycled, reused, or composted.
  - 3.3.4. Establishing consistent national definitions (e.g. circular economy, resource recovery and recycling), performance standards, and measurement protocols for achieving targets that are measurable and encourage a transition to a circular economy.
  - 3.3.5. Developing a national single-use plastics reduction and recycling performance standard.
  - 3.3.6. Establishing a national single-use plastics recycled content performance standard.
  - 3.3.7. Supporting commodity markets that incent the use of secondary materials over virgin materials.
  - 3.3.8. Making the producers of products and packaging directly responsible for reducing resource consumption.
- 3.4. Identify plastics and plastic additives that are toxic or cannot feasibly be collected and recycled and ban or regulate their import, use, and sale.

## **4. Food Waste**

- 4.1. The federal government should work with all orders of government and the private sector to reduce food waste, including through tax incentives for food producers, suppliers and retailers to donate unsold nutritious food, thereby helping reduce food waste, lower municipal costs for waste disposal, decrease the environmental impact of food waste.
- 4.2. The federal government should update both domestic and import regulations related to food labeling to require vegetable-based ink, /food safe stamps or compostable stickers on all fruits and vegetables sold in Canada.

## KEY FACTS

- From 2002 to 2014, the overall amount of solid waste collected in Canada increased by 3.4 million tonnes, or 11% (StatsCan, 2016).
- In 2017, total local government expenditure for waste management in Canada was approximately \$2.6 billion annually (FCM, 2017).
- Only 11% of plastic products and packaging sold in Canada in 2017 were recycled (Environment and Climate Change Canada and Deloitte, 2019).
- Eight million tonnes of the plastic produced globally every year finds its way into our oceans (UN Environment Programme).
- 2.2 million tonnes of edible food is thrown out every year in Canada. Almost 50% of all food waste generated in Canada comes from homes. (National Zero Waste Council, 2018)
- On November 23 2018, the Canadian Council of Ministers of the Environment (CCME) approved in principle a [Canada-wide Strategy on Zero Plastic Waste](#), outlining a vision for a plastics circular economy in Canada and strategy for reaching the goal of zero plastic waste. This strategy builds on and complements the actions outlined in the Ocean Plastics Charter, which Canada launched as part of its 2018 G7 Presidency.
- On June 27, 2019, CCME released their Canada-Wide Action Plan on Zero Plastic Waste (Phase 1)

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Mar-2020</a>	Include Packaging and Paper Products in a Harmonized Regulatory Framework for Extended Producer Responsibility

# FCM POLICY STATEMENT

## WATER QUALITY

### CONTEXT

Everyday municipalities safely deliver drinking water to homes and business across the country, treat millions of litres of wastewater and manage heavy rainfalls through networks of storm water infrastructure. Despite Canada's abundance of fresh water, our water resources are under pressure and all levels of government must work together to protect water quality.

#### Drinking Water

Clean, reliable and safe supplies of potable water are essential to human health and economic development. All Canadians should have access to clean drinking water. Municipal governments ensure that water complies with provincial and territorial regulations based on federal drinking water guidelines. Many municipalities exceed minimum requirements by implementing innovative water treatment technologies. Older communities that have lead water service lines are taking steps to replace this legacy infrastructure, a challenge that is amplified by the share responsibility between municipalities and private home and business owners. Pumping and treating water is energy intensive and municipalities are taking steps to reduce energy use and GHG emissions through water conservation initiatives and investments in system efficiency. Municipalities are also taking steps to protect and manage sources of drinking water and are an integral partner in watershed planning.

#### Wastewater

Effectively treating wastewater keeps our rivers, lakes and coastlines clean and contributes to environmental sustainability. The federal Wastewater Systems Effluent Regulations (WSER) establish new national standards for Canada's more than 3,500 wastewater treatment systems. FCM has consistently supported the objectives of the WSER. Although ambitious, the requirement for municipal facilities to achieve the equivalent of secondary treatment of wastewater effluent is necessary to keep public water bodies clean and protect human health and the environment from potentially harmful substances. Over the next three decades, the regulations will require communities to substantially upgrade about one out of every four wastewater treatment systems across the country. Based on conservative estimates conducted both through Environment Canada and a survey of FCM members, meeting the regulations will lead to significant new costs. Future capital expenditures alone will be in excess of \$18 billion dollars. Municipalities will also face significant additional costs in terms of up-front assessment and planning, as well as operating expenses. These costs are particularly onerous for smaller communities where the local rate base is very limited. A strong funding partnership amongst all levels of government is required in order to make the investments necessary meet the WSER.

#### Stormwater

Increased precipitation as a result of climate change is placing increased demand on stormwater infrastructure in urban areas and on culverts and ditches in rural areas. As one component of climate change adaptation plans, municipalities are assessing their stormwater capacity and increasing capacity to prepare for the future. Municipalities are adopting innovative new ways of managing surface water, incorporating more natural infrastructure such as wetlands, riparian areas and bioswales. Older communities are also dealing with the complex and costly challenge of separating combined sewer-storm water systems which result in water effluent being released into local water ways during heavy precipitation events.

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### FCM STANDING POLICIES

#### 1. Drinking Water

- 1.1. The federal government should provide predictable, long-term funding to enable municipalities to scale-up investments in water treatment and water delivery infrastructure.



- 1.2. The federal government should involve municipalities as a key stakeholder in all aspects of federal water policy.
- 1.3. The federal government should work with all orders of government to establish a national strategy for water conservation and water-use efficiency.
- 1.4. The federal government should work with provinces and territories to ensure that municipalities have access to the human, technical and financial resources necessary undertake water testing and respond to regulatory requirements.
- 1.5. The federal government should establish a clear legislative framework for bulk water exports, inter-basin transfers, and water diversion.

## 2. Wastewater

- 2.1. The federal government should strengthen its approach to pollution prevention by taking a clear lead in ensuring that harmful substances (e.g. plastic microbeads or endocrine disruptors) are reduced at the source and that municipal wastewater treatment systems are not relied on as the last line of defense.
- 2.2. The federal government should support wastewater infrastructure in rural, remote and northern municipalities, including septic systems and innovative wastewater management technologies in the north.
- 2.3. The federal government should work with municipalities, industry, and other stakeholders to develop and enforce a national standard for the testing and application of the term “flushable” on consumer products made and/or sold in Canada.

## 3. Wastewater System Effluent Regulations (WSER)

- 3.1. The federal government should provide predictable, long-term funding to enable municipalities to make the investments necessary to comply with the WSER, prioritizing infrastructure funding to assist municipalities affected by the 2020 compliance deadline.
- 3.2. The federal government should include northern municipalities in consultations on how the WSER will be applied in the north.
- 3.3. The process for applying for a Temporary Bypass Authorization under Section 43 of the WSER must be simple, clear and transparent, and applications must be processed in a timely manner.

**Committee Oversight:** Standing Committee on Environmental Issues and Sustainable Development

**Last updated:** March 2021 Board of Directors Meeting

## KEY FACTS

- There are 3,500 wastewater treatment facilities in Canada, most of which are owned, operated and maintained by local governments (CCME, 2009).
- The federal *Wastewater Systems Effluent Regulations* announced on July 18, 2012 establish new national standards for Canada's more than 3,500 *wastewater treatment systems*.
- It will cost municipalities \$18 billion to upgrade wastewater treatment facilities meet new federal wastewater regulations, \$3.5 billion of which will be incurred by 2020 (FCM, 2018).
- In Budget 2016, the federal government created the Clean Water and Wastewater Fund, committing \$2 billion over four years to water, wastewater and stormwater system improvements.
- In 2009, 1590 municipalities—representing 28.9 million Canadians—provided information on the number of people in their jurisdiction who obtained water from a public-serving water distribution system (i.e., piped water), from private wells and through water haulage (i.e., trucked water). Of this population, a large majority (88.9%) were served by municipal water distribution systems, with only 10.5% on private wells and 0.6% receiving trucked water (EC, 2011).

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
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Mar-2020 Collaborative effort to reopen Wastewater System Effluent Regulations Transitional Authorization Window

## **FCM POLICY STATEMENT INCREASING WOMEN'S PARTICIPATION IN MUNICIPAL GOVERNMENT**

### **CONTEXT**

Canada's true democratic deficit is this: women, who comprise about one half of the population, make up just 26 per cent of municipal councils. FCM wants to help close this gender gap, because Canada and its communities cannot afford to lose the insights and expertise of one-half of our population. To encourage all women to participate in municipal government, FCM sponsored and secured funding for more than five projects with support from Status of Women Canada. The first project, in 2004, showed that of 152 communities surveyed, 86 per cent did not have an equal number of men and women on council, while 14 per cent had no women on municipal council.

The information collected informed FCM's Increasing Women's Participation in Municipal Decision-Making report, which identified a number of reasons why women were not involved in municipal politics, including:

- inadequate information about how to get involved;
- the perception that volunteer groups afford women better opportunities to make a difference;
- family responsibilities;
- a lack of inclusive and gender sensitive policies;
- systemic discrimination, specifically sexism and racism; and
- a lack of financial resources.

These factors were distilled into "Getting to 30% by 2026", a community mobilization plan released in June 2006, and which informed the direction of the Standing Committee. The publication supported FCM's position that efforts to increase women's participation in governance are most effective when executed at the local level.

FCM subsequently launched a national campaign that aimed to significantly increase the number of women running for — and being elected to — municipal government over the next two decades. This campaign became the Getting to 30% Program, which saw the delivery workshops, webinars and mentorship opportunities to women, to increase their campaign and communications skills. FCM has also supported the engagement of young women and girls through the implementation of the Protégé and Head Start for Young Women programs. Most recently, FCM implemented a project focused on building the capacity of women from diverse backgrounds to participate in municipal governments.

In 2017, the Standing Committee adopted a recommendation to work towards gender parity at the municipal level. This, along with over a decade of gender responsive programming, provided the support to develop a project focused on taking a municipal sector approach to increase women's participation in municipal government. This project will see the development of a national action plan to inform challenges faced by running for municipal office while strengthening FCM's project delivery approaches in gender equality and formalize partnerships with the Provincial and Territorial Associations and Canadian women's organizations.

FCM continues to explore new ways to collaborate with Status of Women Canada and Global Affairs Canada in order to build on the extensive programming FCM has built over 30 years to support women in local leadership and provide longer-term funding to develop and deliver comprehensive programming on gender equality.

## **FCM STANDING POLICIES**

### **1. Elect women to municipal government**

FCM believes that all women and men should have equal opportunity to run for municipal office. As of 2015, women represent 16 per cent of mayors and 26 per cent of councillors, with an average of 26 per cent, in Canada. The United Nations says that at least 30 per cent of a government's representatives must be women before that government's policies can reflect the needs of women. Through its programming, FCM will aim to achieve parity at the local level in Canada, as there are clear benefits for cities and communities when women participate fully in the democratic life of their communities.

- FCM will make available the tools for local self-governing bodies to deliver municipal campaign training workshops and run a mentorship program for young women, and support their efforts to do so.
- FCM will make available the tools for municipalities to deliver a program for all women that will support the identification of barriers to their participation in local government.
- FCM will continue to encourage all young women to consider leadership roles in self-governing bodies as a career option by awarding the annual Mayor Andrée Boucher Memorial Scholarship to a qualified college or university recipient, as well as award scholarships to Canadian secondary students.
- FCM will work with Canadian women organizations and Status of Women Canada to develop a national action plan to elect more women in municipal politics in Canada.
- FCM will explore opportunities to strengthen its capacity building approaches in Canada and through its international programs to foster learning and exchange.

### **2. Develop and implement a national mentorship program**

FCM supports efforts to increase women's participation in municipal decision-making and is continuing to build a network of Regional Champions across Canada. Increasing the number of women running for and winning seats on municipal councils requires extensive local involvement — a national network of regional and local champions capable of organizing and sustaining a continuous campaign to encourage all women to run for municipal office or leadership roles in self-governing bodies. These regional champions will include members of the Standing Committee and others from individual communities to recruit, organize, encourage, support and mentor women interested in entering local politics. The long-range goal is to have a champion in every community in Canada, with these efforts intended to ultimately increase the number of women running for — and being elected to — municipal government.

- Regional Champions will continue to be identified to work within their communities to develop networks whose members will encourage, support and mentor women who are interested in running for municipal office by setting up campaign schools, organizing public meetings, recruiting potential candidates to run in local elections, and using the news media to promote women's participation in municipal government.
- FCM staff will continue to promote the mentorship campaign through its online Facebook page, "Campaign for More Women in Municipal Government." and distribute the Regional Champions' How-to Manual — a resource tool that offers tips to champions on how to recruit others; and how to communicate among themselves and with external audiences, including the news media.
- FCM staff will continue to promote training materials aimed at increasing capacity for women to run for local office, as well as establishing mentorship programs for young women.

### **3. Develop partnerships with like-minded organizations**

The continued success of the work FCM is doing relies on creating a community of knowledge. To this end, FCM is committed to reaching out to like-minded organizations — public and private — to develop partnerships and linkages.

- FCM will continue to collaborate with women’s organizations(including those tailored to indigenous, immigrant, newcomers groups), municipalities, government departments, First nations and businesses working to advance the rights of women in politics and start a comprehensive outreach strategy.
- Partnership agreements will be drafted and signed with applicable organizations.
- FCM staff will continue to work through the FCM website, Facebook and Twitter to better facilitate knowledge mobilization.

**Committee/Forum Oversight:** Standing Committee on Increasing Women’s Participation in Municipal Government

**Last updated:** September 2018 Board of Directors Meeting

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# FCM POLICY STATEMENT INFRASTRUCTURE

## CONTEXT

Municipal infrastructure provides the foundations on which our economy rests. Businesses need good roads and safe bridges to deliver goods and services. Commuters need fast, efficient transportation networks to get to work. And growing companies count on high-quality community services to attract skilled employees. Canadians know that a good quality of life relies on local infrastructure, and expect a partnership between all orders of government to improve their communities. This starts with making predictable, sustainable and long-term investments in local infrastructure — essential roads, bridges and water services, as well as highly valued municipal cultural and recreational facilities.

Canada's municipalities have consistently demonstrated their ability to get shovels in the ground quickly on major infrastructure renewal. With a renewed federal partnership, we can address the urgent need for reinvestment in existing road and water networks, while building the new transportation links and community infrastructure so essential to a prosperous and sustainable future. Municipal infrastructure projects are planned, developed and financed over decades and municipalities have historically funded the largest share of capital costs for these projects.

Municipalities own approximately 60 per cent of Canada's core public infrastructure – roads, bridges, transit, water, wastewater, culture, and sports and recreation – while the federal government owns less than 2 percent of core public infrastructure. Long-term, predictable and dedicated infrastructure funding mechanisms like the permanent and indexed federal Gas Tax Fund, and major funding commitments like the Investing in Canada infrastructure plan, are essential to renewing and expanding the core municipal infrastructure that is necessary to support the competitiveness and prosperity of our communities.

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## FCM STANDING POLICIES

### 1. Cost-Sharing and Stacking

- 1.1. The federal government should adopt the following funding model for long-term infrastructure programs that include a cost-sharing component:
  - 1.1.1. 40% federal/40% provincial/20% local contribution towards project costs;
  - 1.1.2. 50% federal contribution for infrastructure funding programs dedicated to rural communities, with a 60% federal contribution for projects in communities with a population of 5,000 or less;
  - 1.1.3. 50% federal contribution for national programs that do not require a mandatory provincial contribution;
  - 1.1.4. 50% federal contribution for repair/renewal of existing municipal infrastructure assets; and
  - 1.1.5. 75% federal contribution for infrastructure in the territories.
- 1.2. The federal government should include the following funding model for short-term infrastructure programs that include a cost-sharing component:
  - 1.2.1. 50% federal/33% provincial /17% local contribution towards project costs; and
  - 1.2.2. 75% federal contribution funding dedicated to infrastructure in the territories.
- 1.3. The federal government should build flexibility into stacking rules for all federal programs that fund municipal infrastructure, allowing municipalities to pool funds from multiple federal funding sources. At a minimum, federal stacking limits for municipalities should be set at the same level as the maximum federal contribution towards project costs, and no less than 50% of eligible project costs.
- 1.4. The federal government should adopt the same cost-sharing rules for municipal projects procured through public-private partnerships and traditional (e.g. design-build or design-bid-build) procurement.

## **2. Eligible Costs**

- 2.1. The federal government should include all project-related costs, including those incurred prior to a funding approval in-principle, in the definition of eligible costs, including:
  - 2.1.1. Design and planning costs;
  - 2.1.2. State-of-good repair costs;
  - 2.1.3. Costs related to meeting federal reporting and assessment requirements;
  - 2.1.4. Land acquisition, real estate and related property costs;
  - 2.1.5. Debt financing charges; and
  - 2.1.6. Upfront costs related to public-private partnership (P3) procurements.

## **3. Eligible Project Categories**

- 3.1. Across all federal investments and programs, federal infrastructure funding should address the full range of assets owned by local governments including, but not limited to:
  - 3.1.1. Community, culture and recreation;
  - 3.1.2. Disaster mitigation;
  - 3.1.3. Drinking water, stormwater, wastewater and solid waste management;
  - 3.1.4. Economic development and revitalization (including broadband, tourism, etc.);
  - 3.1.5. Housing and other social infrastructure;
  - 3.1.6. Green infrastructure (including climate change mitigation, climate change adaptation, community energy systems, environmental remediation, natural infrastructure such as wetlands and urban forests, etc.);
  - 3.1.7. Local roads and bridges (including railway/roadway grade crossings, grade separations and interconnections with trade-enabling infrastructure, etc.);
  - 3.1.8. Public transit; and
  - 3.1.9. Transportation (including active transportation, local and regional airports, etc.).

## **4. Funding Mechanism**

- 4.1. Federal infrastructure programs should provide funding on a long-term (e.g. 10 years or more) or permanent basis.
- 4.2. FCM recommends that the federal government deliver infrastructure funding through allocation-based funding arrangements (e.g. the permanent and indexed federal Gas Tax Fund) that provide predictability to local governments, eliminate competition amongst municipalities and with provinces/territories, and align with asset management and capital planning at the local level.
- 4.3. For funding delivered through an application-based funding model, the federal government should dedicate a sufficient portion of funding to local governments, commensurate with local governments' ownership share of the infrastructure asset class. This should take the form of municipal-focused carve-outs or by requiring provinces/territories to achieve a fair balance between municipal and provincial/territorial projects within all funding streams.

## **5. Infrastructure Data and Reporting**

- 5.1. Data collection and reporting should be undertaken in a manner that reflects municipal capacity and interests and should:
  - 5.1.1. Recognize the costs associated with providing data and reporting and ensure those costs are eligible costs;
  - 5.1.2. Ensure that reporting guidelines are clear and consistently applied, with requirements commensurate to the size and complexity of the project;
  - 5.1.3. Seek only the minimum viable data required to track progress, and ensure the goal of collecting the data is clear up front;
  - 5.1.4. Adapt reporting requirements to reflect the capacity of rural and remote communities;
  - 5.1.5. Require the federal government to provide guidance and support to municipalities to assist them in meeting reporting requirements;
  - 5.1.6. Where appropriate, collect data and reporting information through dashboards, digital uploads, or online forms to receive reports; and
  - 5.1.7. Coordinate data collection and reporting with provincial and territorial requirements and collection practices.

- 5.2. The federal government should apply these principles to both outcomes reporting under federal infrastructure funding programs, horizontal reporting requirements, and data collection initiatives such as Canada's Core Public Infrastructure Survey.

## **6. Project Identification, Prioritization, and Selection**

- 6.1. Project identification, prioritization and selection processes must be as clear and transparent as possible.
- 6.2. For allocation-based funding, project selection and prioritization should be streamlined, particularly where multi-year project plans are required by the federal government, such as under the Investing in Canada Infrastructure Plan F/P/T integrated bilateral agreements. Where discreet project approvals are required, they should be done efficiently to avoid unnecessary costs and project delays resulting from slow approvals processes.
- 6.3. For application-based funding, particularly where both municipal and provincial and territorial projects are eligible recipients, FCM recommends that:
  - 6.3.1. A fair balance of funding be provided for municipal projects in all funding streams;
  - 6.3.2. A clear process be put in place by provinces and territories to demonstrate that they have engaged local governments in identifying municipal projects, with an accompanying federal mechanism to verify that the engagement has occurred;
  - 6.3.3. Where multi-year infrastructure plans are required, such as under F/P/T integrated bilateral agreements, provinces and territories must be required to meaningfully consult municipalities in the development of the plans and any subsequent updates;
  - 6.3.4. The federal, provincial and territorial governments must ensure that any criteria used to prioritize projects be developed in consultation with municipalities;
  - 6.3.5. Project approvals should be streamlined to avoid unnecessary and costly delays, with clear expectations and service guidelines to help municipalities plan procurements and project timelines; and
  - 6.3.6. Progress reports on the status of multi-year plans, projects lists and project approvals should be provided regularly to municipalities.

## **7. Program Administration**

- 7.1. FCM recommends that the federal government deliver funding in a manner that recognizes sound asset management and capital planning practices. Allowing provinces, territories and local governments to apply available funding to projects already identified, as well as to new projects will support long-term infrastructure planning and effective use of infrastructure investments.
- 7.2. FCM recommends that the federal government revise payment schedules to allow payment to be transferred as a lump sum into a dedicated account for approved projects to draw on (similar to the administration of the Federal Gas Tax program), or to increase the payment frequency from semi-annual to monthly. A revised payment schedule would allow for more consistent cash flow for individual projects, tied directly to a project's budget schedule.

## **8. Support for Asset Management**

- 8.1. The federal government should include asset management and capacity building as an eligible project category within federal infrastructure programs.
- 8.2. The federal government should provide dedicated funding for programming to support asset management at the local level.

**Committee Oversight:** Standing Committee on Municipal Infrastructure and Transportation Policy

**Last updated:** March 2021 Board of Directors Meeting

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## **KEY FACTS**

- The federal government is investing \$180 billion over 12 years to federal, provincial, territorial and municipal infrastructure, which includes:
  - In Budget 2016, the federal government allocated \$11.9 billion over 5 years to public transit, green infrastructure and social infrastructure.



- In Budget 2017, the federal government allocated \$33 billion over 11 years to be delivered through integrated bilateral agreements with the provinces and territories:
  - \$20.1 billion to public transit, delivered through an allocation model;
  - \$9.2 billion to green infrastructure;
  - \$1.3 billion to community, culture, and recreation;
  - \$2 billion to rural and northern communities; and
  - \$400 million to an Arctic Energy Fund.
- Budget 2017 also allocated \$5.1 billion over 11 years to the Trade and Transportation Fund, and \$2 billion to the Disaster Mitigation and Adaptation Fund, both delivered federally, and confirmed the creation of the Canada Infrastructure Bank.
- Under the Budget 2017 funding being delivered through the integrated bilateral agreements, the federal government has committed to a federal cost share of:
  - Up to 40% for municipal projects across most streams;
  - Up to 50% for rehabilitation projects and up to 40 per cent for new construction and expansion projects under the public transit stream;
  - Up to 50% for projects under the rural and northern stream, with the exception of up to 60% for projects in rural communities under 5,000 population and 75% in the territories; and
  - Provinces and territories are expected to cost-share on municipal projects at a minimum of 33% of eligible costs.
- As part of the reporting requirements for Budget 2017 infrastructure investments, the federal government has included two horizontal reporting requirements: a climate lens and the community employment benefits reporting framework.
  - FCM's Policy Statement on Climate Change includes FCM's policies on the implementation of the climate lens.
  - The federal government's [Community Employment Benefits initiative](#) is a framework that applies to projects delivered through the [Investing in Canada Plan](#), including under the [Integrated Bilateral Agreements](#), the [Disaster Mitigation and Adaptation Fund](#), and the finalists of the [Smart Cities Challenge](#). It is designed to create a framework for setting targets and reporting results. Funding recipients will be required to provide community employment benefit targets and report on results achieved.
- The federal Gas Tax Fund (GTF) is a permanent, indexed fund provided to municipalities through provinces and territories or provincial municipal associations to support strategic infrastructure investments. It provides approximately \$2 billion annually for local infrastructure priorities. Budget 2019 announced a one-year doubling of the federal gas tax, providing an additional \$2.2 billion to all Canadian municipalities in 2019 based on population.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Mar-2020</a>	<a href="#">Treating Gas Tax Funding as a Municipal Contribution for the Purposes of Federal Stacking Rules</a>
<a href="#">Sept-2019</a>	<a href="#">ICIP - Eligibility for Municipal complexes</a>
Mar-2019	<a href="#">Funding for Small Communities for Flood Prevention and Protection Capital Projects</a>

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [2018 federal pre-budget submission](#), p. 8-9
- [2017 federal pre-budget submission](#), p. 6-13
- [2016 federal pre-budget submission](#), p. 5, 9-11, 14
- [Canada Infrastructure Report Card, 2016 edition](#)

# FCM POLICY STATEMENT

## PUBLIC TRANSIT & MOBILITY

### CONTEXT

#### Public Transit

Modernizing and expanding transit and improving mobility means less gridlock, faster commutes, economic growth and lower emissions. The right investments help build more livable communities, enhance the competitiveness of our cities, and contribute to achieving local and national climate goals from coast to coast. However, the significant capital investments required by transit systems cannot be met by local property taxes and fares alone, and requires investment and leadership by all orders of government.

Long-term and predictable allocation-based transit funding supports these needed investments – encouraging both expansion of systems and essential rehabilitation and repair of existing systems. The Public Transit Infrastructure Fund, as well as the transit stream under the Investing in Canada infrastructure plan have expanded eligible costs to include repair and rehabilitation, increased the federal cost-share, and provided needed predictability to support better planning.

Reliable and efficient transportation will become even more critical as our communities grow and change. This is why local governments are already exploring the future of transit, including the impact of the sharing economy and automated vehicles on long-term transit planning with higher-order mass transit continuing to serve as critical backbone infrastructure.

#### Active Transportation

Transit is one piece of a healthy, vibrant and connected community. Active transportation infrastructure (AT) that supports residents' ability to walk and cycle is key to an integrated transportation system. There are many well-documented benefits to AT. From a health and socio-economic perspective, AT increases physical activity, social interaction and social inclusion. From an environmental perspective, AT reduces air pollution and greenhouse gas emissions. Municipal governments have developed local AT strategies and are building integrated AT networks that are connected to public transit. The federal government has jurisdiction over complementary and enabling policy areas including transportation policy, transportation statistics, health policy and environmental policy, which can support and scale-up existing municipal efforts.

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### FCM STANDING POLICIES

#### 1. Long-term, predictable investment in public transit

- 1.1. The federal government should work with FCM to design and implement a long-term funding plan that optimizes federal funding to build the next generation of efficient, growth-supporting public transit;
- 1.2. The plan should deliver transit funding through an allocation-based investment model that includes an allocation formula that enables cities to deliver large-scale transformative transit projects, while also investing in transit projects in communities of all sizes;
- 1.3. The federal government should support transit ridership-growth and system-expansion goals that cannot be achieved through an allocation-based investment model alone by funding such projects through other mechanisms including the green infrastructure stream of the Investing in Canada infrastructure plan.
- 1.4. As a general principle, the federal government should ensure the plan empowers municipalities to direct funds to locally identified priorities based on local data and expertise, supporting evidence-based asset management and capital planning practices.
- 1.5. The federal government should provide capital funding for both transit expansions and rehabilitation, or state-of-good-repair, of existing transit assets.
- 1.6. In order to achieve measurable climate and social outcomes, the federal government should develop, in consultation with FCM, targeted programs to provide operational funding to

municipalities and transit agencies delivering public transit services in communities of all sizes for the following purposes:

- 1.6.1. To support the expansion or improvement of transit services based on a business case to achieve a demonstrable increase in ridership;
- 1.6.2. To expand or improve the delivery of para-transit services; and
- 1.6.3. To enable transit agencies to reduce or eliminate fares for marginalized groups, including low-income families, students and seniors.

## **2. Transit-related tax provisions**

- 2.1. The federal government should leverage available taxation tools to support transit ridership by making employer-provided transit passes a non-taxable benefit, and by enforcing existing income-tax provisions relating to employer-provided parking spaces.

## **3. Active Transportation**

- 3.1. The federal government should develop and implement a National Active Transportation Policy that would, at minimum:
  - 3.1.1. Improve transportation statistics collected by the federal government to assist municipalities more accurately measure mode share and report on progress on local active transportation strategies;
  - 3.1.2. Develop and publish active transportation policy and infrastructure design guidelines for adoption at the provincial/territorial and municipal level;
  - 3.1.3. Coordinate the roles and responsibilities of relevant federal departments and agencies; and
  - 3.1.4. Ensure continued long-term federal investment in active transportation infrastructure.
- 3.2. Active transportation projects should be eligible for funding through a range of federal infrastructure programs, including the public transit and green infrastructure streams of the Investing in Canada infrastructure plan.

## **4. Autonomous Vehicles**

- 4.1. The federal government should engage with local governments in the development of federal legislation and regulations related to autonomous vehicles.
- 4.2. The federal government should work with provinces, territories and local governments to ensure coordinated implementation across all orders of government.
- 4.3. The federal government should provide further funding to support testing and research to help prepare communities for the wider use of connected and autonomous vehicles across Canada.
- 4.4. Transport Canada should coordinate with Innovation, Science and Economic Development Canada to ensure that broadband and spectrum meets the deployment needs of autonomous vehicles in both urban and rural areas.
- 4.5. The federal government should work with all orders of government to develop a policy and regulatory framework for AVs that contributes to environmental sustainability and transportation planning objectives (e.g. reducing congestion and GHG emissions), including through the encouragement of shared-use AV services that are integrated with existing and planned public transit and transportation networks.

**Committee Oversight:** Standing Committee on Municipal Infrastructure and Transportation Policy

**Last updated:** March 2021 Board of Directors Meeting

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## **KEY FACTS**

- The federal government is investing over \$180 billion over 12 years to federal, provincial, territorial and municipal infrastructure, which includes:
  - \$3.4 billion over 2 years in public transit through Budget 2016.
  - \$20.1 billion in public transit over 11 years through Budget 2017.
  - Transit funding is being delivered through an allocation model, to municipal transit systems.

- This funding is being delivered through the bilateral agreement between the federal and provincial or territorial governments. The federal government has committed to a federal cost share of:
  - Up to 40 per cent for municipal projects across most streams;
  - Up to 50 per cent for rehabilitation projects and up to 40 per cent for new construction and expansion projects under the public transit stream; and
  - Provinces and territories are expected to cost-share on municipal projects at a minimum of 33 per cent of eligible costs.
- About one quarter of Canada's GHG emissions come from the transportation sector, and Canada has the second highest rate of vehicle-kilometres travelled per person amongst OECD member countries (Organization for Economic Cooperation and Development).
- Physical activity has been shown to reduce the risk of over 25 chronic conditions, including coronary heart disease, stroke, hypertension, breast cancer, colon cancer, Type 2 diabetes and osteoporosis (Public Health Agency of Canada).

## **ACTIVE RESOLUTIONS**

*There are currently no active resolutions.*

## **RELEVANT FCM REPORTS AND SUBMISSIONS**

- [2018 federal pre-budget submission](#), p. 8-9
- [2017 federal pre-budget submission](#), p. 6-7
- [2016 federal pre-budget submission](#), p. 8-9

# FCM POLICY STATEMENT

## RAIL SAFETY

### CONTEXT

In response to the tragic 2013 train derailment and explosion in Lac-Mégantic, Quebec, and other serious rail safety incidents, FCM established a National Municipal Rail Safety Working Group to support and inform FCM's discussions with the federal government on rail safety. In August 2013, FCM called for action on the following priorities to address rail safety issues:

- 1) Equip and support municipal first responders to rail emergencies;
- 2) Ensure federal and industry policies and regulations address the rail safety concerns of municipalities; and
- 3) Prevent downloading of rail safety and emergency response costs to municipal taxpayers.

Since 2013, the federal government has announced a number of new measures that respond directly to FCM's call for urgent and concrete action by the federal government and are a critical step forward in improving the safety of moving dangerous goods by rail. FCM will continue to look to Transport Canada to deliver concrete reforms that improve the safety of Canada's railways.

FCM recognizes that land use planning must fully consider safety issues related to developing lands in close proximity to railway facilities. The practice of developing land in close proximity to rail operations and the expansion of rail operations in urban areas have generated a variety of opportunities as well as challenges for municipalities, developers and railways. FCM has a long-standing partnership with the Railway Association of Canada, focused on developing and promoting guidelines to help local and provincial governments take these safety considerations into account in municipal land use planning. FCM and RAC are committed to building a common approach to the prevention and resolution of issues that may arise when people live and work in close proximity to railway operations.

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### FCM STANDING POLICIES

#### 1. Implementation of Transportation Safety Board (TSB) recommendations

- 1.1. Transport Canada must quickly implement any outstanding safety recommendations from the TSB, including recent recommendations from the TSB's investigation into the 2015 derailments near Gogama, ON.
- 1.2. The federal government must allocate adequate resources to Transport Canada to implement TSB recommendations and to properly enforce all subsequent rail safety measures, including additional mitigation measures during the phase out of legacy tank cars carrying dangerous goods.

#### 2. Crossing Safety

- 2.1. The federal government should allocate predictable and long-term funding to municipalities and railways to assist them with improving crossing safety through crossing openings, closures and grade separations.
- 2.2. The federal government should consider possible legislative changes that would allow Transport Canada to take a more comprehensive approach to the obstruction of grade crossings by moving trains, taking into account both safety and economic factors.
- 2.3. Transport Canada should work with municipalities on the development of new guidelines for considering grade separations, as recommended by the Transportation Safety Board.

#### 3. Risk assessment, oversight and enforcement

- 3.1. The federal government should streamline processes and provide resources for municipalities that are working with their local railway to improve railway routing and track infrastructure.
- 3.2. FCM supports new requirements for applying handbrakes and securing unattended trains, including a rule that two lines of defense must be used at all times. However, FCM recommends

that Transport Canada identify high-risk locations commonly used as stopover locations where trains should not be left unattended even with the two lines of defenses applied due to extraordinary site-specific risks, e.g. very steep grade and curvature leading in to populated areas.

#### 4. Insurance and Liability

- 4.1. Transport Canada should implement the *Canada Transportation Act Review's* recommendation to quickly expand the levy to other dangerous goods shipped in large quantities in Canada, such as ethanol.
- 4.2. The federal government should continue to monitor the Canadian Transportation Agency's enforcement of the new insurance requirements established in Bill C-52, *The Safe and Accountable Rail Act*.

#### 5. Proximity Issues

- 5.1. The federal government should continue working collaboratively with provincial and municipal governments to advance land use planning practices in proximity to railway operations, rather than mandating a one-size-fits-all approach not suitable for a country as diverse as Canada.
- 5.2. The federal government should continue working closely with its provincial counterparts to support provincial efforts develop railway notification processes that are aligned with provincial land use regulations.

**Committee Oversight:** Standing Committee on Municipal Infrastructure and Transportation Policy.

**Last updated:** March 2021 Board of Directors Meeting

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### KEY FACTS

- In May 2013, the FCM/RAC Proximity Initiative released updated [Guidelines for New Development in Proximity to Railway Operations](#). This includes recommended setbacks for “greenfield” developments and a process to review the viability of infill and conversion developments where it is not possible to meet the recommend setbacks.
- In November 2014, Transport Canada published new [Grade Crossings Regulations](#) for safety management of federally-regulated grade crossings. Municipalities and railways had until November 2016 to share critical safety information regarding existing crossings, and until November 2021 to ensure existing crossings meet basic safety requirements.
- In 2015, the federal government announced new legislation to improve rail safety and the transportation of dangerous goods in Canada. Key elements of the legislation respond directly to concerns raised by FCM related to insurance and liability, information sharing and Transport Canada's oversight of federal railways. Bill C-52 updated insurance requirements for railways and imposed a new levy for crude oil shippers, helping to prevent the downloading of rail safety and emergency response costs to local taxpayers.
- In October 2016, the Minister of Transport announced the [Rail Safety Improvement Program](#), an investment of more than \$55 million over a period of 3 years to improve rail safety across Canada. The new program provides federal funding, in the form of grants and contributions, to improve rail safety and reduce injuries and fatalities related to rail transportation.
- On May 31, 2018, the Minister of Transport tabled the final report from the *Railway Safety Act* (RSA) review, [Enhancing Rail Safety in Canada: Working Together for Safer Communities](#). Since the launch of the RSA review, FCM's leadership participated in seven roundtables with the RSA review panelists and provided two formal submissions to advance municipal priorities. The final report responds to many of these priorities.

### ACTIVE RESOLUTIONS

*There are currently no active resolutions.*

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Guidelines for Development in Proximity to Railway Operations](#) (last updated May 2013)
- [Preliminary Submission to the Railway Safety Act Review](#) (2017)
- [Final Submission to the Railway Safety Act Review](#) (2017)

# FCM POLICY STATEMENT

## TELECOMMUNICATIONS & RIGHTS-OF-WAY

### CONTEXT

In today's knowledge-based economy, investment in telecommunications infrastructure is critical to ensuring the long-term sustainability, productivity and economic growth of Canadian communities. The Government of Canada through Innovation, Science and Economic Development Canada (ISED) is responsible for setting Canada's telecommunications policy objectives and regulating radio-communications (e.g. cellular spectrum and antennas), while the Canadian Radio-television and Telecommunications Commission (CRTC) regulates and supervises broadcasting and telecommunications in the public interest. The federal *Telecommunications Act* recognizes the role of municipal governments in managing the occupancy and use of rights-of-way under their jurisdiction in a manner that recognizes and balances the interests of telecommunications service providers with the interests of taxpayers and all other parties using rights-of-way. If telecommunications services are to be truly competitive, all competitors must recognize and bear the full costs of providing services, including the rights-of-way costs incurred by municipalities. These competitors must not be subsidized by municipal taxpayers.

In 1993, the current version of the *Telecommunications Act* came into force bringing increased competition and new telecommunications carriers (such as telephone and Internet companies), resulting in increased access to municipal rights-of-way. As local governments gradually adapted to this new environment, and tried to develop best practices, pivotal legal disputes with carriers arose. FCM intervened directly in a number of these legal decisions which, combined with the collective experience of the last 25 years, have shaped the framework within which municipalities and carriers can best work together on issues of rights-of-way management. Collective efforts on behalf of the municipal sector have been spearheaded by FCM's Technical Committee on Telecommunications and Rights-of-Way and funded through [FCM's Legal Defense Fund](#).

FCM's policies related to broadband internet access are addressed in the Policy Statement on Rural Economic Development and the Policy Statement on Northern and Remote Social and Economic Development.

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### FCM STANDING POLICIES

#### 1. Radiocommunications towers and antennas

- 1.1. Innovation, Science and Economic Development Canada (ISED) must ensure that federal antenna siting regulations respect the jurisdiction of municipalities over their own territories, including by mandating proponents to work with municipalities on a case-by-case basis and submit alternative locations or solutions to accommodate the local requirements set by municipalities, regardless of the height of the proposed installation.
- 1.2. The federal government should ensure its policy on tower sharing so that co-location of antenna systems happens in all cases where preferred by the local municipality, and prevent the unnecessary proliferation of towers.

#### 2. Municipal rights-of-way

- 2.1. In the course of examining rights-of-way issues, FCM has articulated the following five principles, which it believes should guide the relationships between municipal governments and other parties that occupy and use municipal rights-of-way, including telecommunications service providers:
  - 2.1.1. **Management of rights-of-way:** In pursuit of legitimate municipal purposes, municipal governments must be able to manage the occupancy and uses of rights-of-way, including the location of telecommunications equipment, while taking into account applicable technical constraints.



- 2.1.2. **Cost recovery:** Municipal governments must recover all costs associated with occupancy and use of rights-of-way by telecommunications service providers.
- 2.1.3. **Relocation:** Municipal governments must not be responsible for the costs of relocating telecommunications if relocation is required for legitimate municipal purposes.
- 2.1.4. **Liability:** Municipal governments must not be liable for losses resulting from the disruption of telecommunications services or from damage to the property of these companies as a result of usual municipal activities.
- 2.1.5. **Full compensation:** Recognizing that rights-of-way have value, municipal governments must receive full compensation for the occupancy and use of municipal rights-of-way by telecommunications service providers.
- 2.2. FCM will oppose the further erosion of municipal power to manage public rights-of-way in the interest of taxpayers, including through changes to the *Telecommunications Act* if needed, to ensure that this legislation does not constrain the valid use of municipal jurisdiction over rights-of-way and other municipal property.
- 2.3. FCM will promote ongoing dialogue between municipal officials involved in rights-of-way management.
- 2.4. FCM will intervene at the Canadian Radio-television and Telecommunications Commission (CRTC) in cases where a municipal-telecom dispute is likely to be precedent-setting with national implications.

**Committee Oversight:** Standing Committee on Municipal Infrastructure and Transportation  
**Last updated:** March 2021 Board of Directors Meeting

## KEY FACTS

- While improved regulations are the preferred approach to addressing antenna siting issues, municipalities and carriers have developed best practices that significantly improve the antenna siting process. In February 2013, FCM and the Canadian Wireless Telecommunications Association (CWTA) announced a jointly-developed *Antenna System Siting Protocol Template* that, among other improvements, puts in place a consultation process for antenna systems less than 15 meters in height.
- In 2014, the Government of Canada announced changes to Canada’s antenna siting policy. These changes responded directly to FCM’s concerns by closing a major loophole that permitted wireless companies to build antenna towers less than 15 metres in height without notifying or consulting affected communities. FCM and the CWTA’s Joint Protocol was also updated to reflect these regulatory changes.
- A 2008 FCM report, *Highway Robbery: How Federal Telecom Rules Cost Taxpayers and Damage Public Roads*, found that municipal taxpayer across Canada pay more than \$107 million per year in unrecovered costs imposed by telecommunications companies that access municipal rights-of-way.

## ACTIVE RESOLUTIONS

<u>Approved</u>	<u>Resolution Title</u>
<u>Sept-2020</u>	<u>Public Consultation on Telecommunications Infrastructure</u>

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Antenna System Siting Protocol Template](#) (2014)
- [Highway Robbery: How Federal Telecom Rules Cost Taxpayers and Damage Public Roads](#) (2008)
- [Dealing with Telecom Companies: Protecting Municipal Rights-of-Way. A Handbook for Municipal Officials](#) (2009)

# FCM POLICY STATEMENT

## TRANSPORTATION

### CONTEXT

Canada's cities and communities drive economic activity, social and environmental innovation. They compete for the world's top talent and foreign investment needed to boost Canada's productivity and prosperity. Be they remote communities in resource rich regions, or densely populated metropolitan areas, municipalities in Canada depend on a reliable, well-designed and safe national transportation system.

Transportation policy is a shared responsibility between Canada's three orders of government, in which municipalities are a critical partner in maintaining and improving Canada's transportation system, including passenger and freight rail, road transportation, airports and marine transportation. Municipal governments engage with different modes of transportation every day, and count on a collaborative approach with the federal government to advancing Canada's transportation system.

To develop and maintain a multimodal, innovative and adaptive transportation system that serves the current and evolving needs of Canadians, all orders of government must work together, seeking an appropriate balance of public-sector responsibility and private sector support. The federal government, through Transport Canada, plays a leadership role in ensuring that all parts of the transportation system across Canada work together effectively. It is important that the federal government actively engage local governments in any new measures to improve the efficiency, safety, or delivery of transportation. Doing so will involve ensuring there is predictable public funding for municipal projects, including key arterial roads, linking cities and communities into trade-enabling gateways and corridors, and new investments in rural, northern and remote communities that may rely on a single transport mode, and consulting proactively with local governments as other transportation issues emerge.

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### FCM STANDING POLICIES

#### 1. Federal transportation funding and programs

- 1.1. The federal government should develop a comprehensive investment plan that will support regional transportation projects of national significance, with a balance of public-sector responsibility and private-sector support.
- 1.2. A federal transportation investment plan should include predictable public funding for municipal transportation projects, including key arterial roads, linking cities and communities into trade-enabling gateways and corridors.

#### 2. Air transportation and airports

- 2.1. The federal government should ensure adequate and affordable air services that support economic development in all regions and communities.
- 2.2. The federal government must compel airport authorities to abide by municipal bylaws. As appropriate, FCM will communicate municipal concerns to Transport Canada and will monitor future developments to ensure that municipal interests are upheld.
- 2.3. The federal government should ensure that small airports and National Airport System airports are eligible for funding through the Airport Capital Assistance Program, or through other federal funding programs.
- 2.4. The federal government should engage municipalities in the development of federal regulations for drones and model aircraft to ensure that new federal regulations provide the appropriate tools and mechanisms to allow oversight and enforcement within the municipal context.
- 2.5. The federal government should ensure that Transport Canada's approval process for the location of commercial aerodromes include a proactive public consultation process to weigh public and financial impact of locating new commercial and private airports, aerodromes and helicopter pads and hangars.

- 2.6. The federal government should consult with affected local governments before making any ownership changes to Canada's airports.
- 2.7. The federal government should support regional air service by requiring NAV CANADA to maintain essential navigation services, including maintaining services at all air traffic control towers.

### **3. Rail transportation, rail freight and passenger rail**

- 3.1. The federal government should include stronger municipal compensation and provisions to give municipal governments the opportunity to acquire abandoned rail lines.
- 3.2. The federal government should dedicate federal infrastructure funding to municipal transportation infrastructure projects that improve access to strategic trade gateways and corridors – and that empower local governments to manage the effects of growing traffic, especially rail, through their communities.
- 3.3. The federal government should work with local governments to improve passenger rail service and frequency across Canada through dedicated funding for service improvements, to further integrate passenger rail services with municipal transit systems, and to ensure meaningful consultation on major service changes that could affect its members.
- 3.4. The federal government should support the development of high-speed rail in Canada and maintain adequate funding for freight and passenger rail.
- 3.5. The federal government should ensure the Canadian Transportation Agency's dispute resolution services remain accessible for municipalities of all sizes.

### **4. Road transportation and safety**

- 4.1. The federal government should implement and maintain a long-term federal-provincial/territorial National Highway Program.
- 4.2. FCM will support the measures taken by the Council of Ministers Responsible for Transportation and Highway Safety to establish uniform road and safety standards for interprovincial trucking.
- 4.3. The federal government should change the Motor Vehicle Safety Regulations in order to require the installation of sideguard safety equipment on all heavy vehicles used primarily on urban streets.
- 4.4. The federal government should work with provincial, territorial and municipal governments to create a national strategy to preserve and enhance rural, inter-city bus services.
- 4.5. The federal government must ensure that municipal governments are consulted in the design of any new funding programs or legislation related to inter-city transportation.
- 4.6. The federal government should lead an examination of gaps in the delivery of inter-city transit in Canada, including activities by the federal government, provincial/territorial governments and other service providers, particularly in rural areas.
- 4.7. The federal government should work to ensure that any strategy to address gaps in service avoids a one-size-fits-all approach, and allows for innovative and flexible service delivery models.
- 4.8. The Federal Government should develop and implement a National Active Transportation Strategy that would ensure continued long-term federal investment in AT infrastructure and include the following policy priorities:
  - 4.8.1. Data, evaluation and governance
  - 4.8.2. Education and promotion
  - 4.8.3. Cycle tourism and national parks
  - 4.8.4. Road safety regulations and Vision Zero
  - 4.8.5. Interjurisdictional coordination

### **5. Marine transportation**

- 5.1. The federal government must ensure that Canadian Port Authorities consult municipalities on land use and service changes at port facilities.
- 5.2. The federal government should increase the number of municipal representatives on the boards of directors of Canadian Port Authorities.
- 5.3. In locations where ferry service is the primary transportation mode, the federal government should define essential ferry service as a component of the National Highway System.

- 5.4. The federal government should take action to address the issue of abandoned and derelict vessels through legislative tools and programs that address environmental, public health and safety and economic risks and hazards posed by derelict vessels.
- 5.5. The federal government should require federal port authorities to establish meaningful consultation processes and a formal dispute resolution process with neighbouring local governments, to address issues arising from federal port operations and activities.
- 5.6. The federal government should amend the Vessel Operation Restriction Regulations (VORR) under the Canada Shipping Act to empower municipalities to regulate recreational boating on local waterways without seeking federal approval. Within the existing VORR regime, Transport Canada should continue to streamline the application process; and the federal assessment should take into consideration the negative environmental impacts of boat traffic, including shoreline erosion.

**Committee Oversight:** Standing Committee on Municipal Infrastructure and Transportation Policy  
**Last updated:** March 2021 Board of Directors Meeting

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## KEY FACTS

- Budget 2017 announced a \$10.1 billion, 11-year, dedicated fund for Trade and Transportation. This fund is part of the federal government’s Investing in Canada infrastructure plan. In particular, the [National Trade Corridors Fund](#) (NTCF), a component of the Trade and Transportation Fund, responds directly to FCM’s recommendations for improving Canada’s transportation system. The NTCF will provide \$2 billion over 11 years to projects that reduce bottlenecks at major transportation hubs and modernize Canada’s transportation network, including infrastructure such as roads, bridges and grade separations.
- During the federal government’s 2014-2016 review of the Canadian Transportation Agency (CTA), FCM advocated for a number of transportation issues, including: rail safety, municipal transportation infrastructure and transportation issues in rural, remote and northern communities. Following this review, the federal government developed a strategic plan for the future of transportation, [Transportation 2030](#).

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Sept-2020</a>	<a href="#">Shipping Dangerous Goods by Rail</a>
<a href="#">Mar-2020</a>	<a href="#">Automation of NAV CANADA services in regional airports</a>
<a href="#">Jun-2019</a>	<a href="#">Expand the Airports Capital Assistance Program</a>

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [FCM’s Preliminary Submission to the Canada Transportation Act Review \(2014\)](#)
- [2018 federal pre-budget submission](#), p. 8-9.
- [2017 federal pre-budget submission](#), p. 4.
- [2016 federal pre-budget submission](#), p. 5.

# FCM POLICY STATEMENT CANADA POST

## CONTEXT

Improving Canada's postal services is an important issue for communities across Canada. Since the 2014 announcement of the federal government's decision to introduce new community mailboxes and make other operational changes to Canada Post, FCM actively engaged Canada Post to ensure that the changes in door-to-door delivery respected municipal decision-making authority and did not lead to unnecessary conflict with local land-use planning practices or policies.

In January 2018, the Minister of Public Services and Procurement announced a new vision for renewal at Canada Post. This included the discontinuation of plan to end home delivery, with existing community mailboxes remaining in place. Canada Post also committed to exploring partnerships with the federal government and local communities to enhance access to government services, particularly in rural and remote areas.

Significant operational changes, such as post office closures or major reductions in operating hours, could have detrimental impacts for rural residents and communities. For this reason, the continued enforcement of the moratorium on rural post office closures, protection for rural postal services, and the maintenance of service in rural post offices are particularly important to ensuring adequate postal services in rural and remote communities.

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## FCM STANDING POLICIES

### 1. Federal-municipal consultation

- 1.1. The federal government should conduct meaningful consultations with any municipal governments on changes to postal services that could have significant implications for municipal operations.
- 1.2. Servicing municipal infrastructure is the responsibility of local governments. Yet municipalities must not inherit the mandate of maintaining federally owned community mailboxes without compensation. Canada Post must work with the local government to develop agreeable processes to maintain this infrastructure or must compensate local governments for this work.
- 1.3. Canada Post must ensure congruence with municipal planning. Changes to service must consider local strategies and processes aimed at fostering and supporting age/disability-friendly communities. Unique strategies must be developed in partnership with local governments to ensure local policies are respected.

### 2. Postal banking

- 2.1. The federal government should consider re-introducing postal banking services at Canada Post and explore how new financial and banking services could be delivered through public postal services, in order to address difficulties faced by remote, rural, and Indigenous communities who have limited or no access to financial institutions.

### 3. Rural post office closures

- 3.1. FCM will continue to support the enforcement of the moratorium on rural post office closures, protection for rural postal services and the maintenance of service in rural post offices.

**Committee Oversight:** Standing Committee on Municipal Finance and Intergovernmental Arrangements

**Last updated:** March 2021 Board of Directors Meeting

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## KEY FACTS

- Beginning in 2015, the federal government conducted an independent review of Canada Post. In September 2016, the independent task force undertaking the review released a discussion paper: [Canada Post in the Digital Age](#). It served as a starting point for consultations by the House of Commons Standing Committee on Government Operations and Estimates. On December 13, 2016, the committee released their report: [The Way Forward for Canada Post](#). FCM participated in this consultation, highlighting the need for meaningful consultations and partnerships between Canada Post and municipalities, as well as the importance of postal services to rural and remote communities across Canada.
- In the 1980s and 1990s, Canada Post closed over 1,700 rural post offices to reduce its operating costs. In 1994, the federal government issued a moratorium on rural post office closures. After a 2008 strategic review, the federal government introduced the Canadian Postal Service Charter in 2009, which maintains the existing moratorium on rural post office closures and establishes service standards for both postal delivery and post office accessibility. The Charter also acknowledges that rural postal service remains an integral part of Canada's universal mail service. Significant operational changes, such as post office closures or major reductions in operating hours by either corporate or privately-operated retail outlets, could have detrimental impacts for rural residents and communities.
- The federal government created Canada's Post Office Savings Bank in 1868, which served Canadians with postal banking services across the country until the bank's closing in 1968. In the decades following the postal bank's closure, Canadians living in rural and remote municipalities have seen a decline in the presence of financial institutions in their communities. Many of these communities no longer have any local banks or credit unions and are left with little or no access to fair and affordable financial services.

## ACTIVE RESOLUTIONS

*There are currently no active resolutions.*

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Submission to Canada Post Corporation Review Task Force](#) (2016)
- [Principles for Federal-Municipal Consultations on the Five Point Action Plan](#)

# FCM POLICY STATEMENT

## INFRASTRUCTURE FINANCE AND PROCUREMENT

### CONTEXT

Local governments recognize that there is a role for the private sector in the financing and procurement of major infrastructure investments in Canada. Public-private partnerships (P3s) and the Canada Infrastructure Bank (CIB) are optional tools available to municipal governments and local decision-makers who have the best understanding of their communities' needs and capacities. The federal government must work cooperatively with municipalities to identify and develop real partnership opportunities. It must not impose rigid, uniform requirements.

Experience shows that these financing and procurement models can sometimes deliver value under the right circumstances, but one of the key challenges is that the value for money of pursuing more innovative financing and procurement models diminishes for smaller projects, while investment risks increase significantly. Many municipal infrastructure projects also do not fit the traditional criteria for P3s or "revenue-generating" projects. The federal government may be able to play a role in addressing these challenges.

While P3s and the CIB may be utilized by local governments for suitable projects, they will not reduce the overall level of financial support municipalities need to provide adequate public infrastructure over the long term. The use of these models must remain a complement to the federal government's financial contribution to municipal governments to help them meet the infrastructure needs of their communities.

The federal government should adopt the same cost-sharing rules for projects procured through P3s and traditional procurement. FCM's policies related to infrastructure funding, including cost-sharing and eligible costs, are addressed in the Policy Statement on Infrastructure.

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### FCM STANDING POLICIES

#### 1. Canada Infrastructure Bank

- 1.1. The federal government should continue to work with FCM to design and implement an infrastructure bank that matches local needs and realities in communities of all sizes while ensuring that:
  - 1.1.1. financing remains a complement—not an alternative—to predictable public funding;
  - 1.1.2. decisions on using an infrastructure bank remain at the local level;
  - 1.1.3. financing is not conditional on certain types of projects or degrees of private-sector involvement;
  - 1.1.4. the CIB supports multiple municipalities "bundling" smaller projects to secure low-cost financing; and
  - 1.1.5. unused portions of the \$15 billion allocated from Phase 2 to the CIB are redirected to grant programs, after a period to be determined.
- 1.2. The federal government should also ensure that the data collection function of the CIB is designed in a manner that is transparent, efficient, and does not create an undue burden on municipalities who may face enhanced data reporting requirements.

#### 2. Public-Private Partnerships

- 2.1. The federal government should support municipal governments in developing the capacity and expertise to implement P3s where P3s make sense. P3s depend too much on local factors to be successfully managed by the federal government.
- 2.2. The federal government should defer the decision of when to pursue a municipal P3 to municipal governments.
- 2.3. The federal government should consult closely and consistently with municipal governments on any plan to develop P3 standards, requirements, comparators or evaluation methods.

- 2.4. The federal government should measure success rather than process and not impose P3s as a pre-condition for funding, as this may hurt results by distorting local decision-making and accountability, and add unnecessary red tape and administrative costs.

**Committee Oversight:** Standing Committee on Municipal Finance and Intergovernmental Arrangements  
**Last updated:** September 2018 Board of Directors Meeting

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## KEY FACTS

- In November 2015, the federal government removed its requirement that infrastructure projects of \$100 million or greater in value undergo a P3 screen before qualifying for federal infrastructure funding.
- In November 2017, the federal government announced that PPP Canada, a federal agency established to promote the adoption of the P3 procurement model across Canada, would cease operation by the end of 2017 and be dissolved effective March 31, 2018.
- Budget 2017 confirmed that the Canada Infrastructure Bank (CIB) will invest at least \$35 billion over 11 years, using loans, loan guarantees and equity investments in large, transformative projects, with a specific focus on revenue-generating infrastructure projects and plans.
  - The CIB will be accountable to the federal government, but will operate at greater arm's length than a department—with a mandate to work with provincial, territorial, municipal, Indigenous and investment partners.
  - A portion of the CIB's initial capitalization totalling \$15 billion is sourced equally from the public transit, green infrastructure and trade and transportation streams of the federal government's Investing in Canada infrastructure plan. The remaining \$20 billion in capital will be available to the CIB for investments which will result in the CIB having ownership of infrastructure assets in the form of equity or debt and will not have a fiscal impact for the government.
  - The CIB will also partner with Statistics Canada to deliver a data initiative to track and assess the impact of infrastructure investments. The data initiative will help all orders of government by providing information and analysis to better direct infrastructure investments.

## ACTIVE RESOLUTIONS

*There are currently no active resolutions.*

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [2017 federal pre-budget submission](#), p. 12-13.
- [2016 federal pre-budget submission](#), p. 5, 9, 13-14
- [Cities and Communities: Partners in Canada's Future](#) (2015), p. 15-19



# FCM POLICY STATEMENT

## INTERGOVERNMENTAL RELATIONS AND PARTNERSHIPS

### CONTEXT

The National Housing Strategy and Investing in Canada infrastructure plan are significant nation-building initiatives that flowed directly from unprecedented engagement between the federal government and municipalities. Budget 2019 represents a turning point in elevating the federal-municipal partnership through putting new tools directly in local hands, acting directly on local expertise and delivering directly in communities through FCM programs. The federal government needs to continue to work with municipalities to develop, assess and adapt tools to drive forward real projects in our cities and communities. FCM continues to seek innovative ways to deepen relationships among all orders of government and develop durable partnerships that allow all orders of government to collectively confront a growing range of challenges and opportunities on the horizon.

A recent innovation is FCM's formal participation in meetings of Canada's infrastructure ministers through an annual delegation of Canadian local government leaders bringing the municipal voice to the discussions. This formalized engagement should be expanded to more domains where that local voice matters, across federal departments with mandates that engage local needs and priorities. At the same time, reconciliation with Indigenous peoples must be central to efforts to improve intergovernmental relations in Canada. FCM recognizes that Indigenous and municipal as well as federal and provincial-territorial governments each come to the table with distinct capacities, needs and rights—and each requires unique tools and resources to deliver on objectives, both unique and shared. In the spirit of partnership, the local order of government stands ready to continue this most important national conversation.

Canadians want their governments to be responsible and efficient and expect all orders of government to cooperate in the delivery of public services. Most provinces and territories have passed new municipal legislation since 1990 to adjust their legislative regime to allow local self-government and expand municipal autonomy. A 2001 decision by the Supreme Court of Canada confirmed that local government powers must be interpreted broadly and that municipal authority may only be limited when a direct conflict exists between a local government bylaw and federal or provincial legislation.

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### FCM STANDING POLICIES

#### 1. Intergovernmental arrangements

- 1.1. FCM will be guided by the following principles in its discussions with the federal government:
  - 1.1.1. Accountability and transparency;
  - 1.1.2. Fairness (helping those in greatest need while ensuring all governments contribute their fair share);
  - 1.1.3. Fiscal, economic, social, cultural and environmental sustainability;
  - 1.1.4. Adequate, predictable and stable funding;
  - 1.1.5. Long-term planning;
  - 1.1.6. Respect for provincial and territorial jurisdictions and local priorities;
  - 1.1.7. Fostering a spirit of partnership among federal, provincial/territorial, Indigenous, and municipal governments;
  - 1.1.8. Program flexibility; and,
  - 1.1.9. Non-partisanship.
- 1.2. For issues within the federal jurisdiction, the federal government should recognize the municipal interest where federal jurisdiction directly intersects with municipal activities and endorse local government decision-making through amending and creating legislation that includes meaningful municipal consultation and considers municipal powers, duties and functions.

#### 2. Partnerships

- 2.1. The federal government should commit to an intergovernmental partnership that includes:
  - 2.1.1. Agreeing to real consultation with municipal governments before making decisions on issues affecting municipal responsibilities and finances, community competitiveness, and quality of life;
  - 2.1.2. Ensuring that local priorities are considered fully in decisions affecting local interests;
  - 2.1.3. Establishing a municipal lens for federal decision-making;
  - 2.1.4. Building on existing bipartite and tripartite program coordination and exploring new opportunities for these agreements with municipal governments; and,
  - 2.1.5. Using community capacity building to achieve national objectives.
- 2.2. FCM will seek opportunities to formalize the federal-municipal partnership, building on the model of formal municipal engagement with Canada's infrastructure ministers at annual federal/provincial/territorial meetings, to support progress toward objectives shared by orders of government.

**Committee Oversight:** Standing Committee on Municipal Finance and Intergovernmental Arrangements  
**Last updated:** March 2021 Board of Directors Meeting

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## KEY FACTS

- Modernizations of municipal governing legislation in a number of provinces, including Québec (2017), Ontario (2017), Alberta (2017), New Brunswick (2017), Prince Edward Island (2016), and British Columbia (2015), expanded autonomy and gave municipalities 'natural person powers'. Additionally, in some provinces, city charters or similar special legislation exist to recognize the unique context of larger cities and differentiate powers from other municipalities (e.g. *City of Toronto Act*). The British Columbia *Community Charter* (adopted in 2003) recognized municipalities as an order of government and provides opportunities for provincial consultation agreements with the Union of British Columbia Municipalities on specific legislative changes and potential reductions in transfers.
- Tripartite or urban development agreements are a tool that have been used to enhance local autonomy. These agreements are a partnership model with federal and provincial/territorial governments that give local governments more influence around joint issues that impact their communities. They have been applied in Vancouver and Winnipeg to address complex policy issues, such as homelessness and urban regeneration, which require all three orders of government, and the pooling of funds and resources.
- FCM intervened using the Legal Defence Fund in the 2001 Supreme Court of Canada case *Spraytech v. Hudson*. This case ushered in a new approach to how courts should interpret the legislative authority of municipal councils. In its decision, the Supreme Court indicated that courts should show deference to the choices made by local elected officials, in this case the Town of Hudson, Quebec. The Court also indicated that municipal legislative authority should be interpreted broadly and that local rules could coexist with federal regulations. Since then, FCM has continued to play an active role, as intervener, in a number of cases where the basic ability of municipalities to use their legislative powers has been at stake. Recent examples include *Rogers v. Châteauguay*, *Windsor v. Canadian Transit Company* (both heard by the Supreme Court in 2016) and *Hamilton v. Canada Post* (Court of Appeal for Ontario in 2016).

## ACTIVE RESOLUTIONS

<u>Approved</u>	<u>Resolution Title</u>
<u>Mar-2020</u>	<u>Modernize the Official Languages Act</u>

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Recommendations for Federal Budget 2019, p. 2-3](#)
- [2018 federal pre-budget submission, p. 12-13](#)
- [The State of Canada's Cities and Communities \(2012\)](#)

# FCM POLICY STATEMENT INTERNATIONAL TRADE

## CONTEXT

International trade strengthens Canada's economy, draws foreign investment to our communities, and creates job opportunities across the country. Building trade links with the world is a team effort, one that involves Canadian communities, the private sector and every order of government. Conversely, trade disputes can have significant impacts on local economies tied to key industries. Municipalities have a vested interest in understanding the opportunities and implications presented by the international trade agreements that the federal government negotiates on behalf of all Canadians.

The federal government has signalled an agenda for diversifying and strengthening international trade relationships and has undertaken several trade agreement negotiations with global partners in the past year including the re-negotiation of the North American Free Trade Agreement (NAFTA). On September 21, 2017, the Canada-European Union Comprehensive Economic and Trade Agreement (CETA) came into effect on a provisional basis. CETA is the only Canadian free trade agreement that applies to local government procurement. There are also active and ongoing trade disputes with the U.S related to softwood lumber, steel and aluminum.

FCM and Global Affairs Canada (GAC) have a long-standing relationship of partnering on initiatives related to municipal interest in trade and international affairs. Most recently, a Joint FCM-GAC Working Group informed the federal government of municipal interests in the initiation of NAFTA negotiations. FCM and its members have actively supported the government's efforts in ongoing U.S trade disputes.

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## FCM STANDING POLICIES

### 1. Municipal impact

- 1.1. FCM will support the integration of municipal perspectives on concerns and opportunities with respect to the negotiation and implementation of new and existing international trade agreements, as well as the development of trade and investment promotion strategies.
- 1.2. FCM will work to ensure that the federal government understands the full impact of trade disputes and provisions on local economies, key industry sectors, and municipal governments, and conveys that impact during negotiations.
- 1.3. The federal government should design and implement programs to mitigate the impact of trade disputes that affect local economies and key industry sectors.
- 1.4. FCM will support efforts to ensure that municipalities play an important role in Canada's success in the global marketplace and take advantage of the opportunities that trade brings to cities and municipalities.
- 1.5. FCM will inform Canadian municipalities about international trade negotiations.

### 2. International relations

- 2.1. FCM will maintain institutional ties with key international groups, such as the National League of Cities and the U.S Conference of Mayors, to influence the policy agenda and represent Canadian municipal interests on such cross-border issues as trade, environment and border security.
- 2.2. FCM will express support for free, fair and reciprocal trade and support the federal government and other stakeholders in their efforts to discourage restrictive provisions that inhibit international trade.
- 2.3. The federal government should coordinate with mayors to strengthen trade relationships, recognizing that Canadian mayors are building relationships with counterparts across borders as they seek investment and promote local industry and businesses abroad.

### 3. Municipal procurement

- 3.1. The federal government should protect the following under any trade agreement that impacts municipal procurement, as outlined in FCM's Municipal Principles for Free and Fair International Trade:
  - 3.1.1. Reasonable procurement thresholds,
  - 3.1.2. Streamlined administration,
  - 3.1.3. Progressive enforcement,
  - 3.1.4. Canadian content for strategic industries or sensitive projects,
  - 3.1.5. Dispute resolution,
  - 3.1.6. Consultation and communications, and
  - 3.1.7. Reciprocity.

**Committee Oversight:** Standing Committee on Municipal Finance and Intergovernmental Arrangements  
**Last updated:** March 2021 Board of Directors Meeting

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## KEY FACTS

- There are a number of free trade negotiations ongoing, announced or in exploration, including: the North American Free Trade Agreement (NAFTA), Mercosur (Argentina, Brazil, Paraguay and Uruguay), the Pacific Alliance (Chile, Colombia, Mexico and Peru), China, and the Association of Southeast Asian Nations (ASEAN), and implementing legislation is expected for the Comprehensive and Progressive Agreement for Trans-Pacific Partnership (CPTPP).
- Under CETA, municipalities are subject to the provisions regarding government procurement. Municipalities are defined broadly in CETA as “sub-central government entities” and may include unincorporated areas. As with other trade agreements, only procurements that meet certain financial thresholds are subject to the procurement obligations under CETA. The thresholds for sub-central entities, for goods and services are approximately \$340,600 and for construction services are \$8.5 million. If a municipality is undertaking a procurement for an amount less than the thresholds, then CETA's procurement obligations do not apply.
- Global Affairs Canada has a guide to help municipalities deal with day-to-day questions that may arise regarding provisions in Canada's trade agreements – [International Trade Agreements and Local Government: A Guide for Canadian Municipalities](#). This guide has been updated with detailed information on the government procurement provisions under CETA. FCM staff provided input to the guide.
- It is estimated that CETA could boost Canada's income by \$12 billion annually and bilateral trade by 20%. Prior to CETA's entry into force, only 25 percent of EU tariff lines on Canadian goods were duty-free. On the day that CETA entered into force, 98 percent of EU tariff lines became duty-free for Canadian goods, and an additional one percent will be eliminated over a seven-year phase out period. Tariff elimination will provide enhanced export opportunities into the EU market for Canadian producers, processors, and manufacturers, as well as for agricultural and agri-food products, fish and seafood, forestry goods, and the full range of industrial goods.
- The North American Free Trade zone is the biggest economic region in the world, comprising a \$19-trillion (USD) regional market of some 470 million consumers, and combined economic output accounting for more than a quarter of the world's GDP. Since NAFTA went into effect on January 1, 1994, U.S. trade with its NAFTA partners has more than tripled, growing at a faster rate than U.S. trade with the rest of the world. Canada is the largest export market for the United States. Mexico ranks second. Together, Canada and Mexico accounted for 34 per cent of total U.S. exports in 2016.

## ACTIVE RESOLUTIONS

*There are currently no active resolutions.*

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [FCM's Municipal Principles for Free and Fair International Trade](#)
- [2018 federal pre-budget submission](#), p. 12-13

# FCM POLICY STATEMENT

## MUNICIPAL FINANCE AND MUNICIPAL AUTONOMY

### CONTEXT

Municipalities are central to Canada's economic success. Whether they are big cities that serve as hubs for business, innovation and tourism, or smaller communities that serve our resource, agricultural and manufacturing sectors, municipalities help drive Canada's long-term prosperity. Canada's municipalities are engines that propel our country forward, creating local jobs and growth. What many may not realize is just how much local governments do—and how sharp their financial limitations really are.

Municipal governments have been increasingly responsible for delivering the quality of life programs, services and infrastructure that drive this country's economic and social growth. Local governments own and operate 60 per cent of Canada's core public infrastructure, yet collect 10 per cent of the nationwide taxes. Although other orders of government contribute to infrastructure investments, municipal governments are responsible for the operation and maintenance of public infrastructure long after the initial capital investment is complete. Local governments also play expanding roles in keeping people safe and housed, welcoming immigrants, responding to climate change, and much more.

Municipalities are using current fiscal tools of property taxes, user fees and intergovernmental transfers to their full potential and these existing fiscal tools have limitations in the context of growing municipal responsibilities. And because local governments generally cannot run deficits, they have learned to squeeze maximum value from every dollar and every tool available. Existing federal programs, including the permanent and indexed Gas Tax Fund, the 100 percent GST rebate and payments in lieu of taxes, are critically important for local governments, but do not fully meet the needed investment in new infrastructure, infrastructure renewal and other core public services delivered at the local level. Around the world in other countries of the Organization for Economic Co-operation and Development (OECD), municipalities have more diverse and flexible options in their fiscal toolboxes. To leverage the full potential of current leadership, emerging opportunities and transformative investments, Canadian municipalities need to be recognized as a mature order of government and be better equipped to deliver cost-effective solutions that work.

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### FCM STANDING POLICIES

#### 1. Revenue Tools and Diversification

- 1.1. The federal government should support a dialogue with FCM and other relevant stakeholders on innovating a sustainable fiscal framework for Canadian cities and communities.
- 1.2. FCM will seek opportunities to secure new permanent revenue sources that support progress toward objectives shared by orders of government.
- 1.3. When designing new federal programs, the federal government should adopt an allocation-based funding model that delivers predictable, long-term funding and aligns with efforts to address the fiscal framework for Canadian local governments.
- 1.4. The federal government should ensure the escalator to the permanent Gas Tax Fund continues to meet local needs.

#### 2. Autonomy and Decision-Making

- 2.1. FCM will work to ensure local governments have the powers and authority necessary to serve the broad and diverse interests of their communities, and are empowered to bring about meaningful change and innovation in a global community.
- 2.2. FCM will work to ensure Canadian municipalities assume the powers, recognition and resources that are enjoyed by their counterparts in other countries.
- 2.3. The federal government should endorse municipal decision-making by amending and creating enactments that consider and support meaningful consultation with municipalities and the powers,

duties and functions of a municipality, including any regulations that contemplate the operation or construction of a facility by federally regulated entities within a municipality.

- 2.4. FCM will educate other orders of government, the business community and the general public on the importance of enhanced autonomy for municipal government.
- 2.5. FCM has articulated the following principles for municipal powers, as an order of government enabled by provincial and territorial legislation, and will work with provincial and territorial municipal associations to advocate for these principles:
  - 2.5.1. Autonomy;
  - 2.5.2. The authority to act on every matter within its financial mandate that is not expressly excluded from its responsibility;
  - 2.5.3. Adequate powers and financial and legal resources to ensure good local government and services, to meet existing and future community needs, and to apply creative, innovative and entrepreneurial solutions that other orders of government cannot alter unilaterally;
  - 2.5.4. The assurance that other orders of government will comply with municipal government's validly exercised authority;
  - 2.5.5. Access to alternative dispute-resolution mechanisms to resolve disputes out of court with other orders of government;
  - 2.5.6. Discretion to refuse to take on what previously were responsibilities of other orders of government and agree to take on such responsibilities in return for new financial or other adequate resources in relation to these responsibilities;
  - 2.5.7. The authority to determine its own form and structure; and,
  - 2.5.8. Accessibility, democracy and accountability.

### **3. Federal Tax Policy**

- 3.1. GST/HST Incremental Federal Rebate for Municipalities
  - 3.1.1. The federal government should engage municipalities on best practices governing public service body rebates, including the GST/HST Incremental Federal Rebate for Municipalities, and consider municipal concerns regarding the administration of these rebates.
  - 3.1.2. The federal government must continue to ensure that the GST exemption for transit services, under the Excise Tax Act, is applied consistently across a transit authority's distribution network.
- 3.2. Payments In Lieu of Taxes (PILTs)
  - 3.2.1. The federal government should work with FCM to improve the laws, regulations, policies and best practices governing payments in lieu of taxes and advance the concerns and special circumstances of municipal governments regarding these payments.
  - 3.2.2. The federal government and Crown corporations should provide full access to relevant policies, financial data, leases, contracts and other documents needed by municipal governments to properly assess payments in lieu of taxes.
  - 3.2.3. The federal government should review airport authority legislation and regulations related to PILTs that confer special privileges on airport authorities but harm municipal finances and practices.
- 3.3. Tax Exemptions for Municipal Elected Officials
  - 3.3.1. The federal government should reverse its decision to eliminate the one-third non-accountable allowance that, prior to this change coming in to effect, was non-taxable for certain municipal office-holders.

### **4. Government Finance Statistics**

- 4.1. FCM will work with the federal government to improve the quality, level of detail and frequency of reporting of municipal financial data, including the timely and full release of local government data available through Statistics Canada's Government Finance Statistics program.

**Committee Oversight:** Standing Committee on Municipal Finance and Intergovernmental Arrangements

**Last updated:** March 2021 Board of Directors Meeting

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## KEY FACTS

- Budget 2019 proposed a one-time additional transfer of \$2.2 billion to municipalities through the federal Gas Tax Fund (GTF)—effectively doubling this core direct transfer for the year.
- As of 2016, municipal governments collected a 10.3% share of all taxes at a national level – a slight increase from 9.7% in 2008. This compares to 45.4% collected by the provincial/territorial governments and 44.3% collected by the federal government.
- As of 2016, municipal revenue sources were distributed as follows, which has not changed substantively since 2008:
  - Property tax – 48%
  - Government transfers (federal and provincial) – 19%
  - User fees – 22%
  - Goods and services – 8%
  - Other revenues – 3%
- Municipal expenditures were \$2,128 per capita in 2016. This compares to \$1,727 per capita in 2008, though when adjusted for inflation the increase to 2016 would be \$1,799.
- The federal government is constitutionally exempt from paying property taxes, but, as a result of FCM's advocacy, has provided payments in lieu of taxes on federal properties for the past 50 years. Since the *Payments in Lieu of Taxes Act* was introduced in 2001, there have been two importance legal cases that have gone to the Supreme Court of Canada (SCC) regarding PILT. In 2010 and in 2012, the SCC ruled in favour of the City of Montreal and the Regional Municipality of Halifax, respectively, in cases that tested the principle of fairness set out in the *Act*. FCM intervened on behalf of the municipal sector in both of these cases supported by the Legal Defense Fund.
- Since 2001, there have been multiple cases at the Supreme Court of Canada that have impacted municipal autonomy through the testing of the legislative authority of municipal councils. FCM used the Legal Defense Fund to intervene in each of these cases, including *Spraytech v. Hudson* (2001), *Rogers v. Châteauguay*, *Windsor v. Canadian Transit Company* (both heard by the Supreme Court in 2016) and *Hamilton v. Canada Post* (Court of Appeal for Ontario in 2016). These cases been confirmed that municipal legislative authority should be interpreted broadly and that local rules can coexist with federal regulations.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Mar-2020</a>	<a href="#">Federal Tax Treatment of Intermunicipal Cost-Sharing Agreements</a>
Sep-2018	<a href="#">Income Tax Act - Supporting Private Contributions to Community Organizations</a>

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Recommendations for Federal Budget 2019, p. 2-3](#)
- [2018 federal pre-budget submission](#), p. 12-13
- [2017 federal pre-budget submission](#), p. 12-13
- [The State of Canada's Cities and Communities](#) (2012)

# FCM POLICY STATEMENT

## NORTHERN AND REMOTE COMMUNITY AND TRANSPORTATION INFRASTRUCTURE

### CONTEXT

Northern and remote communities require infrastructure, such as water and wastewater treatment facilities, solid waste management facilities, and transportation infrastructure to build and sustain thriving communities. In northern and remote regions there is increased complexity in building and maintaining this basic infrastructure. Geographic isolation increases the cost of materials, energy and labour mobilization. In addition, the limited availability of transportation routes shortens the construction season delaying needed construction and repair. Shortened transport and construction seasons and reduced life of assets in northern climates are a reality for northern communities. These challenges are compounded by climate change, which is happening at a much faster pace in the North.

Investments in road, bridge, port and airstrip development and maintenance are also integral to the proper functioning of northern and remote communities. Strategic infrastructure investments that reduce isolation, including deep-sea ports, highway extensions and regional airports are critical to lowering the cost of infrastructure investment and supporting development. With limited road and port infrastructure, great distances between communities and a reliance on air transportation for most of the year in many northern and remote communities, FCM has called for dedicated funds to support northern-specific transportation infrastructure.

Federal, provincial/territorial, municipal and Indigenous governments must continue to work together through the new Arctic and Northern Policy Framework and other means to find innovative new ways to develop infrastructure projects in northern and remote communities. In designing federal funding programs, key design considerations include: shifting away from application-based programs, eliminating minimum project thresholds, flexibility in eligible project types, enabling applications by proxy, and flexible timelines for completion.

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### FCM STANDING POLICIES

#### 1. Infrastructure Funding

- 1.1. The federal government should continue to work with local, provincial and territorial partners to implement the dedicated, 11-year Rural and Northern Communities Fund.
- 1.2. The federal government must ensure that funding for northern and remote communities is not restricted to the Rural and Northern Communities Fund alone. The Investing in Canada Plan project prioritization and project selection processes must reflect the need to balance investments between local and territorial projects across all relevant funding streams. For example, under the green infrastructure stream, essential water and wastewater upgrades in local communities across the territories should be eligible and prioritized for funding.
- 1.3. FCM's Northern and Remote Forum have identified the follow principles for the design of federal infrastructure funding programs applicable to northern and remote regions:
  - 1.3.1. Disburse funds to local governments on an allocation basis; no funds should be application based.
  - 1.3.2. Continue to determine provincial/territorial funding allocations on a base-plus population framework;
  - 1.3.3. Maintain the 75 per cent federal cost-share in the territories (60% for populations under 5,000 in the provinces), and enable northern and remote communities to stack federal funding sources to cover up to 75 per cent of their share;
  - 1.3.4. Simplify and streamline application forms and reporting requirements, while retaining accountability for project outcomes;

- 1.3.5. Allow provincial and territorial municipal associations or other partners to apply on behalf of northern municipalities;
- 1.3.6. Allow for broad interpretation of eligible projects, ensuring inclusion of recreational infrastructure and other fixed capital assets used or operated for the benefit of the public; and
- 1.3.7. Provide flexibility with timing of program delivery.

## 2. Northern and Remote Transportation Infrastructure

- 2.1. The federal government should continue to work with local and territorial partners to implement the Trade and Transportation Infrastructure Fund carve-out for northern and remote airport, marine and road infrastructure projects.

**Forum Oversight:** Northern and Remote Forum

**Last updated:** September 2018 Board of Directors Meeting

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### KEY FACTS

- 150 000 people live in northern and remote communities of the three territories and northern regions of the provinces.
- Despite covering 40% of Canada's total landmass, only about 1% of Canada's total road network is located in three territories, and the majority of these roads are unpaved.
- Only 78 per cent of residents of the Northwest Territories and no residents in Nunavut have access to all-season intercommunity roads or deep-sea port infrastructure.
- Mining, Oil, and Gas industries represent approximately 40% of the three territories' combined GDP.

### ACTIVE RESOLUTIONS

*There are currently no active resolutions.*

### RELEVANT FCM REPORTS AND SUBMISSIONS

- [Submission to Arctic Policy Framework consultation](#) (2018)
- [2018 federal pre-budget submission](#), p. 10-11
- [2017 federal pre-budget submission](#), p. 10-11
- [FCM's Preliminary Submission to the Canada Transportation Act Review](#) (2014)

## **FCM POLICY STATEMENT NORTHERN AND REMOTE SOCIAL AND ECONOMIC DEVELOPMENT**

### **CONTEXT**

Beyond core physical infrastructure, like roads and sewers, northern and remote municipalities also require good quality housing, cultural and recreation facilities and communications infrastructure to support the health and development of local communities and contribute to economic growth.

Climate, isolation and remoteness are the primary drivers of the high cost of living, with many communities accessible only by air or ship and, in the western Arctic, by ice road in winter. Reducing the high cost of living is one such policy tool for supporting economic development and growth in northern and remote communities. Federal initiatives that encourage people to live and work in northern and remote communities by addressing the high cost of living are a critical part of building strong, economically viable communities in these regions.

Economic development in northern communities also depends, to a certain extent, on their ability to attract people with the skills and talent they need to build strong local economies. Municipal governments recognize that targeting specific groups, such as young people, immigrants and Indigenous people, will build population bases that can support economic growth.

FCM has called for Canada to build world-leading information technology infrastructure for remote regions, as a northern and remote development priority. Federal investment to extend and enhance broadband service in remote communities is welcomed, as is the decision of the Canadian Radio-Television and Telecommunications Commission (CRTC) to expand the basic service objective to include universal access to affordable high-speed broadband Internet across all of Canada, including northern and remote regions. In its current state, lack of redundancy in telecommunications infrastructure and supporting infrastructure (such as energy) makes communications services highly vulnerable to failure. Securing northern and remote area access to broadband networks will provide competitive advantages found in other parts of the country and contribute significantly to economic development, and health and safety.

The lack of access to good quality and affordable housing is at a crisis point in the North. Overcrowding, hidden homelessness, and poorly insulated housing contribute to high energy costs and poor health outcomes. Northern households disproportionately live in social housing because of high housing costs in private markets. A social housing shortage has been a reality in northern and remote regions for decades. High demand and limited supply is characterized by long waitlists for those in need of social housing and severe overcrowding, disrepair and health issues for those in social housing. These distinct needs must be considered in the design and delivery of affordable housing and homelessness programming in northern and remote communities. FCM's Policy Statement on Affordable Housing and Homelessness further reflects and complements these considerations.

Inadequate infrastructure to support the delivery of health care, including culturally relevant mental health services, is another serious impediment to economic and social development in the North. Northern and remote communities face major barriers to providing health care because of their remote locations and the shortage of health professionals. Although health care is not generally a municipal responsibility in Canada, the lack of it affects municipal governments' ability to attract businesses and individuals to their communities, which makes it a municipal concern. Furthermore, the prevalence of mental health issues in northern and remote communities is having a profoundly negative impact on individuals, families and overall community wellbeing.

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## **FCM STANDING POLICIES**

### **1. Broadband Internet**

- 1.1. The federal government should commit long-term and predictable funding to the development of broadband Internet access in, and ensure comparable levels of service for, northern and remote communities.
- 1.2. Federal funding programs for the development of broadband Internet should prioritize extending broadband access to under-served rural, remote and northern areas.
- 1.3. The federal government should consult with local governments in developing and implementing funding programs and strategies for addressing the digital divide.
- 1.4. The Canadian Radio-television and Telecommunications Commission (CRTC) should work with FCM to ensure the design and roll out of CRTC-funded broadband funding program addresses the needs of northern and remote municipalities.
- 1.5. The federal government should consider affordability in the development of broadband infrastructure to ensure access for all Canadians, whether they live in large cities or rural, northern and remote communities.
- 1.6. The federal government should develop investment strategies for northern and remote communities to bring their Internet services up to the standards of urban centres, including speed and redundancy, and should enact a specific strategy for satellite-dependent communities to achieve service parity.

### **2. Housing**

- 2.1. The federal government should continue to deliver dedicated funding programs to address the acute housing need in the North.
- 2.2. Households in social housing who continue to receive a subsidy through the Canada Community Housing Initiative and Federal Community Housing Initiative components of the National Housing Strategy must not face a reduction in the depth of their subsidy.
- 2.3. Greater per unit contributions for both repair and new construction should be provided to northern housing proponents in recognition of higher construction and rehabilitation costs.
- 2.4. The proposed National Housing Council should include municipal and northern representation to ensure that the distinct needs and challenges of housing in the north will be considered in future federal housing policy and investment decisions.

### **3. Mental Health**

- 3.1. The federal government should partner with all orders of government to improve mental health care in northern and remote communities.

### **4. Cost of living**

- 4.1. The federal government should deliver programs aimed at reducing the cost of food and other living expenses in northern and remote regions. These programs must be designed with northern communities and delivered in a way that works for northern residents.
- 4.2. Federal programs to address the high cost of living in northern and remote regions should be indexed to ensure they keep pace with inflation and retain their long-term impact.

### **5. Emergency Preparedness**

- 5.1. The federal government should work directly with northern communities to develop a comprehensive plan for reinvesting in local emergency preparedness and enhanced search and rescue capacity in the North.

**Forum Oversight:** Northern and Remote Forum

**Last updated:** September 2018 Board of Directors Meeting

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## KEY FACTS

- Seven per cent of Yukon residents, 31 per cent of Northwest Territories residents and 100 per cent of Nunavut residents do not have access to a terrestrial backbone for internet communications.
- Across Canada's Northern territories, the incidence of core housing need exceeds the 12.5 percent Canadian average: 39.2 percent in Nunavut, 15.7 percent in the Northwest Territories and 13.6 percent in the Yukon. It is likely a similar figure for the Northern regions of the provinces, but Statistics Canada does not provide this figure.
- Housing construction costs in northern Canada are approximately three times higher than in a large urban setting in southern Canada.
- The Northwest Territories spent 5.1 per cent of its budget on housing, far exceeding the provincial/territorial average of 0.7 per cent.
- Nunavut forecasts a need for up to 5,300 new housing units in the near to medium term, but current construction and financial capacity cannot come close to meeting this demand.
- In Nunavik, with a population of approximately 12,000, over 1000 housing units are required to address the housing shortage.
- Food insecurity amongst Inuit, First Nations and Métis adults across the northern Canada is five to six times higher than the Canadian national average.
- The cost of feeding a family in northern Canada is approximately twice as much as similar expenditures in southern Canada.

## ACTIVE RESOLUTIONS

*There are currently no active resolutions.*

## RELEVANT FCM REPORTS AND SUBMISSIONS

Northern and Remote Policy:

- [Submission to Arctic Policy Framework consultation](#) (2018) (2018)
- [2018 federal pre-budget submission](#), p. 10-11
- [2017 federal pre-budget submission](#), p. 10-11

Broadband:

- [Submission to House of Commons Standing Committee Study on Broadband Connectivity](#) (2017)
- [Submission to CRTC Review of basic telecommunication services](#) (2015)
- [Supplementary submission to CRTC Review of basic telecommunications services](#) (2016)
- [Submission to CRTC consultation on Broadband Funding Regime](#) (2017)

# FCM POLICY STATEMENT

## ENVIRONMENTAL SUSTAINABILITY IN THE NORTH

### CONTEXT

The social, cultural and economic vitality of northern communities is closely linked to the natural environment, making environmentally sustainable community development an important focus area for the Northern and Remote Forum. Climate change is happening faster and having a bigger impact in the North, placing northern and remote municipalities on the front lines of climate change. Unpredictable and extreme weather patterns and vulnerable infrastructure has made northern and remote communities increasingly vulnerable. With new federal resources for green infrastructure, climate change adaptation and renewable energy, northern and remote communities must work with the federal government and territorial partners to design support systems that will help communities mitigate and adapt to climate change.

#### **Climate Change Adaptation**

Significant, flexible federal investment will enable northern and remote communities to harden infrastructure-supplied municipal services in ways that reflect local realities and take advantage of local opportunities. Particularly in northern and remote communities, supports are required to help local governments adapt their infrastructure, economies and ways of life 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 a critical piece to building resilient infrastructure. These northern and remote considerations are reflected in, and complimented by, FCM's Policy Statement on Climate Change.

#### **Energy Security and GHG Mitigation**

Most northern and remote communities in Canada are not connected to the North American electrical grid, with many relying instead on diesel generators as their primary energy source for both heat and power. These systems are highly vulnerable to power outages, are expensive to run and do not help reduce greenhouse gas emissions. Improving energy security and transitioning to alternative energy sources in northern and remote communities will require consistent flexible programming, increased human resource capacity, training and operational support. These northern and remote considerations are reflected in, and complimented by, FCM's Policy Statement on Climate Change.

#### **Federal Environmental Assessment Processes**

Particularly in northern and remote areas, private sector development is essential to the economic prosperity and quality of life of local communities. Major new projects, especially resource development projects, are subject to federal review processes. Municipal interests in these project assessments must be recognized, and the processes put in place to protect natural lands and resources should be efficient, recognizing the limited capacity in small communities to undertake extensive reporting and monitoring for sometimes routine municipal development. These northern and remote considerations are reflected in, and complimented by, FCM's Policy Statement on Federal Environmental Assessments.

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### FCM STANDING POLICIES

#### **1. Climate Change Adaptation and GHG Mitigation Program Design**

- 1.1. The federal government should support northern and remote environmental priorities by designing green infrastructure funding programs that include mechanisms flexible enough to provide northern and remote communities with equal opportunity to move projects forward, including maintaining 75% federal contributions in the territories (60% for populations under 5,000 in the provinces) and building maximum flexibility into stacking rules.
- 1.2. The federal government should enhance and expedite efforts to support northern and remote communities with adapting their infrastructure and economies to a rapidly changing landscape and

climate resulting from climate change, including through funding programs that reflect the distinct and significant needs for adaptation and resiliency in Canada's North.

- 1.3. The federal government should create a dedicated carve-out to support capital costs of local climate change adaptation and disaster mitigation projects including climate-related challenges specific to northern and remote communities. Eligibility should include, but not be limited to, extreme weather adaptations such as dams, dykes, wetland acquisition and preservation, seawalls, snow/wind load enhancements, sewer network retrofit, enhanced surface water storage capacity and other blue-green infrastructure. To ensure timely progress in communities across Canada, FCM recommends a predictable, allocation-based funding model.
- 1.4. Implement a "one-window" application approach for all federal climate change adaptation and GHG mitigation programming, such that designated federal officials help applicants match and stack available funds across federal departments.
- 1.5. Consider ways to support and integrate a dedicated staff resource or consultant capacity at the community level by:
  - 1.5.1. allowing the staff and/or consultant fees required to complete the initial Expression of Interest (EOI) to be an eligible expense and not contingent on the final completion of a capital project, and;
  - 1.5.2. ensuring that dedicated municipal staff positions to implement, monitor and report on project outcomes over the short-to-medium term are eligible program expenses.
- 1.6. Enable stronger outcomes-based results through the collection and dissemination of publicly available federal program funding data.
- 1.7. Ensure individual project outcomes align with broader system-wide work on energy and climate adaptation through improved collaboration between orders of government and regional energy corporations.
- 1.8. Federal programs targeted specifically at reducing community reliance on diesel for power generation and transitioning to alternative energy should consider the following principles during design and implementation:
  - 1.8.1. **Broad program eligibility criteria:** Energy funding to northern and remote communities must account for the different realities of off-grid communities nation-wide. There is wide variance in terms of their physical location, climate, existing energy supply, and organizations responsible for supplying energy. For this reason, funding to support energy security and reducing reliance on diesel must be flexible enough to accommodate this diversity.
  - 1.8.2. **Recognize the long-term benefits of supporting higher upfront costs** for new technologies. Many alternative energy sources and more energy-efficient diesel technologies carry larger upfront costs compared to traditional diesel upgrades and repairs. However, the operational costs of these new technologies go down over time when one considers the cost savings from using less non-renewable fuels.
  - 1.8.3. **Investment in operational support, training and costs:** New energy technologies require a high level of human resource capacity and training to ensure proper maintenance. While operational costs can be significantly lower with new technologies in the long term, the success and sustainability of energy systems in northern and remote communities depend on proper investment in training and new equipment to service this infrastructure. For this reason, when considering program eligibility, the costs associated with maintaining viable service standards and community capacity to meet those standards should be included as eligible costs.
  - 1.8.4. **Invest in data collection and pilot studies** specific to northern and remote regions. Renewable energy technologies developed in urban centres are not necessarily feasible in northern and remote communities. The technology itself may not be applicable and there may not be a sufficient business case to implement new technologies. More data, research and pilot studies specific to northern and remote regions is required to ensure that reliable, sustainable and affordable energy solutions will be developed for northern and remote regions.
- 1.9. To improve energy security in Canada's territories, federal programming should:
  - 1.9.1. Incentivize energy efficiency and conservation without creating barriers to northern and remote community energy security.



- 1.9.2. Prioritize the reliability of energy when defining energy security and in program eligibility criteria.

**Forum Oversight:** Northern and Remote Forum

**Last updated:** March 2019 Board of Directors Meeting

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## KEY FACTS

- An estimated 300 remote communities in Canada rely on diesel fuel to generate electricity and over half of these communities are in the territories or near the northern borders of the provinces.
- Energy costs in the North (defined by the Government of Canada as the three territories and all four Inuit settlement regions) are more than double that of the national average per kilowatt-hour but on a per-capita basis, northern residents use almost twice as much energy than the national average.
- As of 2016, 85 per cent of Yukon residents, 50 per cent of NWT residents and no residents in Nunavut had access to a regional energy grid.
- There is approximately \$51 million worth of permafrost related damage to public infrastructure annually in the Northwest Territories.
- The western and central Arctic have experienced a general warming over the past 30–50 years of approximately 2–3°C.

## ACTIVE RESOLUTIONS

*There are currently no active resolutions.*

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [FCM Submission to Arctic Policy Framework consultation](#) (2018)

# FCM POLICY STATEMENT

## RURAL ECONOMIC DEVELOPMENT

### CONTEXT

Rural communities are essential to Canada's prosperity and to the Canadian experience. People are drawn to the vast landscapes, small-town friendliness and quieter way of life that small communities can offer. And in the age of online connectivity, rural Canada is becoming more desirable for business investment. The combination of affordable land and secure, improved broadband access means people can work from anywhere—and increasingly they are choosing rural communities.

Still, with limited fiscal capacity, rural governments face formidable challenges providing the infrastructure and services that are needed to build the communities of the future. Municipalities shoulder 60 per cent of Canada's public infrastructure, with access to 10 cents of each tax dollar. This fuels a fiscal squeeze that peaks in rural communities with lower ratepayer densities and continuing youth out-migration.

High-speed internet access is crucial to doing business and running local public services. Through FCM's engagement with Innovation, Science and Economic Development Canada and proceedings at the Canadian Radio-television and Telecommunications Commission (CRTC), rural municipalities across Canada are bringing national attention to this critical issue. As a direct result of FCM's advocacy, the federal government has repeatedly recognized the importance of federal investments to improve broadband coverage and capacity for rural communities. Since 2009, rural municipal leaders from across Canada helped secure over \$1 billion in federal broadband funding and played a critical role in persuading the CRTC in 2016 to declare universal access to high-speed internet an essential service. Reaching this objective will now require long-term predictable funding and collaboration from all orders of government.

With the right tools, rural governments are ready to build more livable and prosperous communities that can attract the talent they need to thrive well into the future. With smart decisions from the federal government, rural and remote communities will benefit from renewed growth and quality-of-life improvements in rural and remote communities across the country.

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### FCM STANDING POLICIES

#### 1. "Rural lens" for federal programs and policies

- 1.1. The federal government should develop a practical, accountable policy framework for rural Canada through the application of a "rural lens" for new federal programs and policies.
- 1.2. The "rural lens" should reflect the fiscal limitations, diverse challenges and sparse populations of rural communities, with the aim of enhancing rural socio-economic development.
- 1.3. The "rural lens" should help address the emerging challenges and champion urgent priorities including:
  - 1.3.1. empowering smaller communities to directly fund pressing local infrastructure needs;
  - 1.3.2. developing long-term funding mechanisms to continuously improve broadband coverage and capacity in Canada's rural and remote communities;
  - 1.3.3. addressing rural Canada's distinct and pressing affordable housing needs;
  - 1.3.4. protecting and enhancing trade relationships that drive rural economic development;
  - 1.3.5. integrating climate change mitigation and adaptation goals into rural development; and
  - 1.3.6. providing resources and training to better respond to emergencies and build safer municipalities.
- 1.4. The "rural lens" should be developed in partnership with local governments, who are on-the-ground experts that best understand the emerging challenges facing rural Canada and can help identify possible solutions.

## **2. Broadband Internet**

- 2.1. The federal government should commit long-term and predictable funding to the development of broadband Internet access in, and ensure comparable levels of service for, rural communities.
- 2.2. Federal funding programs for the development of broadband Internet should prioritize extending broadband access to under-served rural, remote and northern areas.
- 2.3. The federal government should consult with local governments in developing and implementing funding programs and strategies for addressing the digital divide.
- 2.4. The Canadian Radio-television and Telecommunications Commission (CRTC) should work with FCM to ensure the design and roll out of CRTC-funded broadband funding programs managed by the Commission address the needs of rural municipalities.
- 2.5. The federal government should consider affordability in the development of broadband infrastructure to ensure access for all Canadians, whether they live in large cities or rural, northern and remote communities.
- 2.6. The federal government should take a leadership role and develop an ambitious, comprehensive and long-term national broadband strategy, in consultation with relevant departments and agencies, including the Canadian Radio-television and Telecommunications Commission, provinces/territories, municipalities, Indigenous communities, the private sector and civil society.
- 2.7. The federal government should use the following principles to guide a national broadband strategy:
  - 2.7.1.1. Establish long-term and predictable funding that allows for an accelerated roll-out of broadband in underserved areas;
  - 2.7.1.2. Establish clear targets for both fixed and mobile services;
  - 2.7.1.3. Invest in both backbone and last-mile infrastructure;
  - 2.7.1.4. Prioritize projects that address affordability; and
  - 2.7.1.5. Require transparency in the selection of projects and in the evaluation of project outcomes.
- 2.8. The federal government should clarify the roles and responsibilities related to broadband development. In particular, Innovation, Science and Economic Development Canada should be responsible for the development of a national strategy, policy setting, ongoing reporting on progress and for managing a long-term predictable core funding program. The Canadian Radio-television and Telecommunications Commission should remain responsible for technical data and needs assessments and communications monitoring.
- 2.9. The federal government should make available a minimum of \$400 million dollars per year, over ten years, starting in 2020, with a federal cost-share of up to 75% of total eligible costs for new backbone and new last-mile in rural areas, and up to 90% of eligible costs for satellite-dependent and remote communities.
- 2.10. The federal government should implement mandated standards for broadband deployment with corresponding strategies, timelines and resources to ensure their attainment.
- 2.11. The federal government should collect and analyse data on broadband access, observed speeds and other key metrics, and on user needs and technical requirements on a regular basis, as well as assessments of project outcomes to ensure objectives are being met.
- 2.12. The federal government should establish targets for mobile broadband access in rural areas and make available necessary spectrum for rural and remote communities to access wireless broadband, and in particular, 5G wireless technology.
- 2.13. The federal government should ensure that the Canadian Radio-television and Telecommunications Commission's mandate of an unlimited data option for fixed broadband services is fully implemented and that other key industry standards for broadband quality are set as targets (latency, packet loss, jitter and redundancy).

## **3. Sustainable and inclusive rural communities**

- 3.1. The federal government should investigate opportunities to promote rural communities to new Canadians through international partnerships that encourage and increase immigration to smaller, rural communities.
- 3.2. The federal government should coordinate programs that diversify the economies of communities that depend on single-resource industries and provide help to agricultural producers and primary resource industries in crisis, while building capacity for long-term economic sustainability.

- 3.3. The federal government should work with FCM and associated organizations, such as the Canadian Rural Revitalization Foundation, to support research activities that provide a better understanding of the complex relationship between rural and urban communities and inform federal policies and programs.
- 3.4. The federal government should deliver funding and programs to support rural tourism in order to attract domestic and international travelers to rural regions and grow a sustainable and diversified Canadian tourism sector.
- 3.5. The federal government work with municipalities to develop a plan to provide assistance to rural residents for critical upgrades to defective septic systems in rural areas not serviced by municipal wastewater treatment facilities.
- 3.6. The federal government should continue the enforcement of the moratorium on rural post office closures, and ensure protection for rural postal services and the maintenance of service in rural post offices.

**Forum Oversight:** Rural Forum

**Last updated:** March 2021 Board of Directors Meeting

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## KEY FACTS

- According to the Canada 2016 Census, rural communities are home to just over 10 million Canadians—almost one-third (29%) of the country’s population---and make significant contributions to Canada’s economic growth, employing over four million Canadians and generating 27 per cent of national GDP.
- Budget 2019 proposed to deliver between \$5 and \$6 billion over 10 years to expand broadband access. This includes a new \$1.7 billion Universal Broadband Fund to extend backbone infrastructure in underserved communities. This also includes \$1 billion in financing through the Canada Infrastructure Bank, aiming to leverage an additional \$2 billion in private-sector investment.
- In May 2018, FCM released a new report, [Rural challenges, national opportunity](#), with findings that reveal how rural municipalities are on the front lines of the demographic changes that have accompanied our increasingly urbanized and knowledge-based economy.
- Youth retention is also critical to ensuring the long-term economic vitality of rural Canada. However, limited services in rural communities and greater access to learning and employment opportunities in cities have drawn young people to Canada’s metropolitan areas. According to the Canada 2016 Census, the population of youth aged 15 to 19 in rural Canada declined by 10 per cent between 2011 and 2016, while the population of youth aged 24 to 29 has grown just three per cent.
- In December 2016, the CRTC announced a [universal service objective for telecommunications](#): Canadians in urban as well as rural and remote areas should have access to voice services and broadband Internet on fixed and mobile networks. The CRTC set targets of access speeds of 50 Mbps download/10 Mbps upload, with an unlimited data allowance option. However, according to CRTC 2015 data, only 29% of households in rural areas have access to these speeds – a stark contrast to urban areas where 99% of residents have access to these speeds. Associated with this objective was the Commission’s creation of a new broadband fund of \$750 million over the first five years to focus on underserved areas of Canada.
- In December 2016, the Government of Canada announced a new broadband program, [Connect to Innovate](#), would invest up to \$500 million by 2021 to bring high-speed Internet service to rural and remote communities in Canada. FCM engaged with ISED during consultations in 2016 on the design of the new program. ISED has finalized the selection of projects, and has announced almost all the successful applications over the last 6 months. The program had an initial target of reaching 350 communities; however, it is now projected to reach approximately 800 communities due to contributing investments from the private sector and other orders of government.
- In the 1980s and 1990s, Canada Post closed over 1,700 rural post offices to reduce its operating costs. In 1994, the federal government issued a moratorium on rural post office closures. After a 2008 strategic review, the federal government introduced the Canadian Postal Service Charter in 2009, which maintains the existing moratorium on rural post office closures and establishes service

standards for both postal delivery and post office accessibility. The Charter also acknowledges that rural postal service remains an integral part of Canada's universal mail service. Significant operational changes, such as post office closures or major reductions in operating hours by either corporate or privately-operated retail outlets, could have detrimental impacts for rural residents and communities.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Mar-2020</a>	<a href="#">Wireless Connectivity in Rural Areas</a>
<a href="#">Mar-2019</a>	<a href="#">Municipal Engagement in the Canadian Broadband Strategy</a>
<a href="#">Jun-2019</a>	<a href="#">Rural Economic Development</a>

## RELEVANT FCM REPORTS AND SUBMISSIONS

### Rural Policy:

- [Rural challenges, national opportunity: Shaping the future of rural Canada](#) (2018)
- [2018 federal pre-budget submission](#), p. 10-11
- [Seizing the Moment for Rural Canada: 2017 federal pre-budget submission](#)
- [A Thriving Rural Canada: 2016 federal pre-budget submission](#)
- [An Action Plan for a Strong Rural Canada](#) (2015)

### Broadband:

- [Submission to House of Commons Standing Committee Study on Broadband Connectivity](#) (2017)
- [Submission to CRTC Review of basic telecommunication services](#) (2015)
- [Supplementary submission to CRTC Review of basic telecommunications services](#) (2016)
- [Submission to CRTC consultation on Broadband Funding Regime](#) (2017)
- [Submission to ISED 600MHZ Spectrum Consultation](#) (2017)

# FCM POLICY STATEMENT

## RURAL INFRASTRUCTURE

### CONTEXT

Any nation-building plan needs to benefit communities of all sizes. Municipalities own 60 percent of the core infrastructure assets—roads, bridges, water and wastewater facilities—that are critical to Canadians' quality of life and our country's competitiveness. However, many rural municipalities with limited tax bases and capacity face formidable challenges, including providing adequate public infrastructure. Programs and strategies to reverse this trend must avoid a one-size-fits-all approach by recognizing rural communities' unique challenges and opportunities.

FCM's advocacy on rural infrastructure has resulted in major programs like the permanent and indexed federal Gas Tax Fund and rural-focused components of the federal Investing in Canada Plan including higher cost-sharing limits for small communities. Turning the federal government's rural commitments into outcomes will require ongoing engagement with local governments, to leverage their local expertise and experience. FCM continues to work with the federal government to implement each component of the Investing in Canada Plan to ensure that they are tailored to the unique needs of rural and northern communities. FCM will also continue to work with the federal government to ensure infrastructure investments, programs and policies reflect the diverse realities, risks and opportunities of rural, northern and remote communities.

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### FCM STANDING POLICIES

#### 1. Applying a “Rural lens” to Infrastructure Program Design

- 1.1. The federal government should apply a “rural lens” to the eligibility criteria for new infrastructure programs to reflect the limited fiscal capacities and low and sparse populations of rural communities, with the aim of enhancing rural economic development. The design of new programs should consider:
  - 1.1.1. Adopting predictable, allocation-based funding models, similar to the Gas Tax Fund;
  - 1.1.2. Providing the flexibility and support for rural municipalities to bundle regional projects and achieve economies of scale;
  - 1.1.3. Streamlining the administration of programs to ensure that rural communities can access the funds efficiently and fairly through simplified project identification processes and consistent reporting requirements;
  - 1.1.4. Focusing on capacity-building by investing in the necessary skills and expertise for municipalities to continue building their communities; and
  - 1.1.5. Ensuring the eligibility criteria considers the breadth and diversity of priority projects in rural communities by including asset classes that best serve less populated, more remote or more fiscally constrained municipalities.
- 1.2. Future rural infrastructure programs should be designed to provide long-term predictable funding to support the capital priorities of local governments, with flexibility for eligibility thresholds to be negotiated between provinces/territories and their respective municipal associations.
- 1.3. The federal government should build maximum flexibility into stacking rules, empowering municipalities to combine federal investments with other federal funding sources to move strategic projects forward.
- 1.4. The federal government should continue to ensure that smaller communities have access to a full range of investments within federal infrastructure programs, over and above dedicated rural infrastructure funds.
- 1.5. The federal government should continue working with municipal and provincial/territorial governments to ensure that all communities, including those in rural areas, receive a fair and predictable share of new federal infrastructure investments, and that targeted programs exist to meet the infrastructure needs of rural municipalities.

## 2. Asset Management Capacity Building

- 2.1. FCM will work with the federal government to continue to support asset management capacity building with a specific focus on small and rural communities, so that all municipalities can benefit from asset management best practices.

**Forum Oversight:** Rural Forum

**Last updated:** March 2021 Board of Directors Meeting

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### KEY FACTS

- The federal government is investing approximately \$180 billion over 12 years to federal, provincial, territorial and municipal infrastructure, which includes:
  - In Budget 2016, the federal government allocated \$11.9 billion over 5 years to public transit, green infrastructure and social infrastructure.
  - In Budget 2017, the federal government allocated \$33 billion over 11 years to be delivered through bilateral agreements with the provinces and territories, including:
    - \$9.2 billion to green infrastructure;
    - \$1.3 billion to community, culture, and recreation;
    - \$2 billion to rural and northern communities, which will provide dedicated funding to a broad range of infrastructure priorities beyond those eligible under other streams in communities of 100,000 people or less; and
    - \$400 million to an Arctic Energy Fund
- Under the Budget 2017 funding being delivered through the bilateral agreements, the federal government has committed to a federal cost share of up to 50 per cent for projects under the rural and northern stream, except for communities under 5000, who are [eligible for up to 60 per cent](#).
- The federal Gas Tax Fund is a permanent, indexed fund provided to municipalities through provinces and territories to support strategic infrastructure investments. It provides approximately \$2 billion annually for local priorities.

### ACTIVE RESOLUTIONS

*There are currently no active resolutions.*

### RELEVANT FCM REPORTS AND SUBMISSIONS

- [Rural challenges, national opportunity: Shaping the future of rural Canada](#) (2018)
- [2018 federal pre-budget submission](#), p. 10-11.
- [Seizing the Moment for Rural Canada: 2017 federal pre-budget submission](#)
- [A Thriving Rural Canada: 2016 federal pre-budget submission](#)
- [An Action Plan for a Strong Rural Canada](#) (2015)

## **FCM POLICY STATEMENT AFFORDABLE HOUSING AND HOMELESSNESS**

### **CONTEXT**

#### **Housing**

Municipalities recognize that housing is the bedrock of the livable, inclusive and globally competitive communities we aspire to build. We also know firsthand that Canada is facing a housing crisis. As rents and home prices have increased faster than incomes, and successive federal governments have under-invested in social and affordable housing, shelter has become less affordable at every income level.

While providing social housing is not an explicit municipal responsibility in most jurisdictions, local governments across the country are delivering innovative affordable housing solutions. Municipalities understand local needs and have jurisdiction over key policy levers, including land-use planning, transportation and transit planning, and social and economic development policy. Local governments make substantive contributions through capital grants, loans, operating subsidies, by contributing municipal land for affordable housing developments, as well as through regulatory processes like expedited permitting, density bonusing and inclusionary zoning. Municipalities also play an important coordinating role at the local level, bringing community partners and the private sector together to develop comprehensive affordable housing strategies.

#### **Homelessness**

While Canada has made strides to prevent and reduce homelessness, more needs to be done. As of 2014, the average occupancy rate at Canada's emergency shelters had risen to over 90% — an increase of almost 10 percentage points since 2005.

Homelessness is a top concern for local governments, especially as it relates to Indigenous people who are overrepresented among those without a home and those in precarious housing situations. While homelessness in Canada is linked to the lack of affordable housing, it often involves other issues, such as education, employment, substance use, and mental illness.

Homelessness is not limited to large urban centres. Rural and remote communities face distinct homelessness challenges across the country. These challenges require rural and remote specific solutions that consider the limited visibility, lack of social infrastructure, large geographical areas, and limited availability of homelessness data that characterizes homelessness in rural and remote communities.

Action on homelessness should be evidence-based and coordinated with municipal, federal, provincial and territorial initiatives on homelessness, housing, health, skills development and other areas of social development. The cost of not dealing with homelessness is socially and economically significant. Services for people experiencing chronic homelessness, for example — including shelters, police and ambulance services, and support for substance use — are costly. Investment in supportive housing to help people acquire and retain housing, along with the supports they need, is a cost-effective best practice.

The federal government's re-engagement in affordable housing and homelessness through the National Housing Strategy represents a critical shift in federal policy. FCM is supportive of this renewed federal role that commits major long-term funding to repair and construct social and affordable housing, along with renewing rent subsidies for low-income households living in social housing.

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### **FCM STANDING POLICIES**

#### **1. Federal Leadership Role in Housing**



1.1. The federal government should have a central and permanent role in funding the construction, renovation and operation of social and affordable housing in partnership with provincial and territorial governments.

## **2. Existing Social Housing**

2.1. Federal funding programs should prioritize investments in renovating existing social housing units, preventing the loss of our social housing portfolio and improving the quality and energy efficiency of this critical housing stock.

## **3. New Social and Affordable Housing**

3.1. In partnership with the provinces and territories, the federal government should fund the creation of 10,000 new units of social and affordable housing per year. Programs to support new construction should adhere to the following principles:

- 3.1.1. Include local governments in project selection;
- 3.1.2. Prioritize mixed-income developments;
- 3.1.3. Support local solutions;
- 3.1.4. Leverage existing social housing providers;
- 3.1.5. Distinctly support Indigenous housing providers;
- 3.1.6. Leverage federal land; and
- 3.1.7. Support accessibility.

## **4. Preventing and Ending Homelessness**

4.1. The federal government should have a central and permanent role in funding programming to prevent and end homelessness. Federal programs should:

- 4.1.1. Have a federal-community orientation;
- 4.1.2. Maximize flexibility in local decision-making;
- 4.1.3. Incorporate adaptive Housing First models;
- 4.1.4. Reconcile homelessness prevention and reduction goals;
- 4.1.5. Have long-term, predictable funding;
- 4.1.6. Have outcomes aligned to the National Housing Strategy (NHS);
- 4.1.7. Support targeted research on homelessness;
- 4.1.8. Ensure there is municipal representation on local homelessness advisory structures;
- 4.1.9. Be “stackable” with other funding sources; and
- 4.1.10. Have alignment with the NHS at the political level.

## **5. Rental Housing**

5.1. The federal government should adopt the following measures to grow the rental housing sector:

- 5.1.1. Introduction of a portable housing allowance;
- 5.1.2. Tax credit for rental property owners who sell relatively affordable assets to eligible non-profit providers;
- 5.1.3. Support for repairs and retrofits of market rental housing, in particular energy efficiency retrofits; and
- 5.1.4. Removal of GST from the construction of new rental housing.

## **6. Indigenous Housing**

6.1. The federal government should distinctly and robustly fund the housing needs of Indigenous people living on and off reserve, although municipalities can represent only off-reserve needs.

6.2. A separate Indigenous Housing Fund should be allocated from within the National Housing Strategy – delivered distinctly and in ways that enable decision-making by the Indigenous housing sector. Indigenous providers must be prioritized in the initiative to protect the affordability and quality of existing social housing because they operate projects for those at greatest risk.

## **7. Northern Housing**

7.1. As Northern households disproportionately live in social housing because of high housing costs on private markets due to high construction and utility costs, the federal government must consider

the distinct needs in the north in designing and delivering affordable housing and homelessness programming.

7.2. FCM proposes a distinct Northern Housing Fund, from within the National Housing Strategy.

## 8. Engaging Municipalities to Address Housing Market Challenges

8.1. The federal government should work in partnership with municipalities as it develops policies to respond to rising home prices.

8.2. The Federal Government should assess and publicly report on the effectiveness of its measures intended to stabilize the housing market and take further action as necessary to discourage unproductive use of the domestic housing supply.

## 9. Mandate of the Canadian Housing and Mortgage Corporation (CMHC)

9.1. The federal government should review the mandate of the Canadian Housing and Mortgage Corporation (CMHC) and make adjustments as necessary in order to reflect its role in implementing the National Housing Strategy and ensuring housing is affordable to all Canadians, especially those with the lowest incomes.

**Committee Oversight:** Standing Committee on Social-Economic Development

**Last updated:** March 2021 Board of Directors Meeting

## KEY FACTS

- One in every five renters spends more than 50% of their income on rent (Statistics Canada, National Household Survey, 2011).
- The Canadian Alliance to End Homelessness estimates that over 235,000 Canadians will experience homelessness in 2017, with over 35,000 homeless on any given night.
- Social housing waitlists are growing — with 97,000 households waiting in Toronto; 25,000 in Montréal; 10,999 in Ottawa; 3,900 in Vancouver; 2,855 in Winnipeg; 1,290 in Halifax; and 500 in Fredericton in 2016.
- An estimated 235,000 Canadians experienced homelessness in 2016, with approximately 35,000 people homeless on any given night.
- In 2004, 80 per cent of available emergency shelter beds were used on an average night across Canada. By 2015, that average occupancy had risen to 90 per cent—too often reaching full capacity.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
<a href="#">Sep-2019</a>	<a href="#">Supporting Municipalities in Addressing Homelessness</a>
<a href="#">Sep-2019</a>	<a href="#">Assessing Mortgage Guideline B-20</a>
<a href="#">Jun-2019</a>	<a href="#">Prioritizing Housing Affordability</a>
<a href="#">Mar-2019</a>	<a href="#">Affordable Housing for Seniors</a>

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Canada's Housing Opportunity: Urgent solutions for a national housing strategy](#) (2016)
- [National Housing Strategy: Getting It Right: Transforming Canadian housing through local innovation](#) (2017)
- [Municipal input on renewing the Homelessness Partnering Strategy](#) (2017)

## FCM POLICY STATEMENT HEALTHY COMMUNITIES

### CONTEXT

Canadians value vibrant, inclusive communities, where all people — regardless of income, ability, disability, ethnicity, religion or place of origin — have access to housing, education, healthy food, employment and community services. Many social factors such as income, education and social status are connected to the health of individuals and communities. With support and coordination with other orders of government, municipalities can positively influence social determinants through programming and services.

#### Recreation

Municipal parks, recreational facilities and active transportation networks are essential services that contribute to the health and wellbeing of community members. This is important infrastructure and should be funded as such, with support coming from long-term, predictable and dedicated federal funding mechanisms. Many young people are sedentary, with unhealthful diets and weight-related health problems. Many of these issues are related to the socio-economic circumstances in which they live. Together, these factors can lead to serious long-term health problems. Governments, businesses and service providers can take coordinated action to offer healthful alternatives to young people and their families. FCM recognizes the social, health, environmental and economic benefits of recreation, and has endorsed the *Framework for Recreation in Canada – 2015*.

#### Childcare

FCM recognizes that childcare is sometimes the exclusive responsibility of the provinces or territories, while in other cases it is a direct municipal responsibility. Nevertheless, childcare is critical to building healthy communities. FCM supports a national approach to the early development and care of children. Through the Multilateral Early Learning and Child Care Framework, and spurred by long-term federal investments, all orders of government can work together to ensure that childcare across the country more accessible, affordable, flexible and high quality.

#### Canada's Aging Population

Aging in Place, the approach that enables people to remain in their homes as they age may be the preference for seniors and governments,, particularly in rural communities if there are few or no 'downsizing' housing alternatives.. These strategies require investments in housing, transit, recreation, social engagement, and physical infrastructure. Overall there are net savings for federal, provincial and territorial governments resulting from helping seniors lead healthier lives, reducing health-care costs and government transfers. As a result the federal government should provide significant financial contributions towards municipal projects that address the needs of seniors.

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### FCM STANDING POLICIES

#### 1. Recreation

1.1. FCM supports predictable, long-term federal funding for community and recreational infrastructure.

#### 2. Childcare

- 2.1. FCM calls on the federal, provincial and territorial governments to work together so that every family has access to quality pre- and post-natal care, early learning and childcare services, and parenting supports.
- 2.2. Any multilateral childcare agreements must be flexible enough to meet provincial, territorial and, where applicable, municipal priorities.

#### 3. Canada's Aging Population

- 3.1. FCM will work with the federal government to ensure that municipalities have real input into federal policies on aging that affect their communities, including but not limited to housing, accessibility and transportation.
- 3.2. FCM calls on the federal government to ensure that income supports for seniors are sufficient to support a healthy and dignified quality of life.

#### 4. **Food Security**

- 4.1. In collaboration with provinces and territories, the federal government should develop and implement a cost-shared Universal Healthy **School Food Program**.

**Committee Oversight:** Standing Committee on Social and Economic Development

**Last updated:** March 2021 Board of Directors Meeting

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### **KEY FACTS**

- Canadians 65 and over are the fastest-growing age group in the country and will have a significant and growing impact on municipal services in coming decades. In 2001, 1 in 8 Canadians were aged 65 years or over. By 2026, 1 in 5 will have reached age 65 (Health Canada).
- The Organization for Economic Cooperation and Development (OECD) places Canada last out of 14 countries in public spending on early learning and childcare.
- \$9 billion: The extrapolated replacement value of sport and recreation assets in poor or very poor condition (2016 Canadian Infrastructure Report Card).

### **ACTIVE RESOLUTIONS**

*There are currently no active resolutions.*

## FCM POLICY STATEMENT INCLUSION AND DIVERSITY

### CONTEXT

Municipal governments can play a lead role in fostering respect and equality for all residents while enhancing the diverse nature of their communities. Reconciliation with Indigenous peoples is an important tenet of this work and is highlighted in detail in FCM's Policy Statement on Reconciliation and Municipal-Indigenous Relations. Municipalities are committed to cultural diversity in accordance with the multiculturalism policies of federal, provincial and territorial governments, as well as the *Canadian Charter of Rights and Freedoms*.

#### **Immigration and Support for Refugees**

Successful immigration and refugee settlement is central to the future growth and economic security of Canada, enriching the social and cultural milieu of Canada's cities and communities. Municipal governments help to attract and integrate newcomers by providing essential community services, including libraries, public transit, childcare, recreational facilities, and, in some jurisdictions, affordable housing. Immigrants who find themselves unemployed or underemployed often turn to the local government for help. Despite their significant role in immigration and refugee settlement, municipalities are often not consulted on immigration policy or programs. Municipal participation in federal-provincial/territorial discussions on immigration will produce a mutual understanding of the roles and responsibilities of all orders of government and help coordinate government services.

In response to the Syrian refugee crisis, FCM and the Big City Mayor's Caucus established a Refugee Resettlement Task Force to encourage and share new and best practices to support the influx of new refugees at the municipal level. A toolkit on municipal leadership in refugee resettlement was developed as the outcome of the Task Force. Additional policy related to refugees and recent immigrants can be found in FCM's Policy Statement on Poverty Eradication.

#### **Accessibility**

Municipal governments play an important role in addressing the barriers many Canadians with disabilities face, which can otherwise limit their participation in society. Accessibility issues connect in specific ways to many areas of municipal services, such as through public transportation, the design of public spaces and customer service standards. Creating more inclusive and accessible communities, where all people have access to housing, transportation, education, and employment, is a shared goal of all orders of government. Local governments will work with the federal government to ensure legislative and programmatic initiatives to improve accessibility for all Canadians complements and supports municipal initiatives.

#### **Heritage and Culture**

Municipal responsibilities and priorities include investing in social infrastructure, such as community centres to support social development. Arts, culture and heritage strengthen community cohesion and improve the ability of municipal governments to influence local economic development by attracting and retaining a skilled and talented workforce. Federal support, for example, to preserve and redevelop municipal properties with significant heritage value can be powerful catalysts for revitalizing neighbourhoods.

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### FCM STANDING POLICIES

#### **1. Immigration and Support for Refugees**

- 1.1. FCM will urge the federal government to recognize and support the broad range of settlement services provided by municipal governments and work to expand Resettlement Assistance Programs into more cities and communities across Canada.
- 1.2. FCM will work with the federal government to ensure that municipalities participate fully in the development of immigration policy.

- 1.3. FCM will work with the federal government to make the process for approving foreign credentials more efficient and accessible.
- 1.4. FCM will continue to liaise with relevant federal departments and national stakeholders to identify opportunities and challenges refugee resettlement.
- 1.5. FCM will join, as appropriate, with immigrant resettlement and housing sectors stakeholders to raise concerns to the federal government about the immediate and long-term impact lack of affordable housing available to meet the needs of refugees, particularly as it relates to the end of federal assistance after 12 months for government-assisted refugees.

## 2. Accessibility

- 2.1. Federal action to remove barriers that many Canadians with disabilities face should:
  - 2.1.1. Complement and enable municipal action on accessibility, with the goal of creating more inclusive, equitable and economically competitive communities and cities;
  - 2.1.2. Not place undue conditions on infrastructure investments; and
  - 2.1.3. Provide targeted support to assist municipalities with accessibility improvements.

## 3. Heritage and Culture

- 3.1. FCM urges the federal government to support deeper funding to the arts, culture and heritage sectors on the basis that this strengthens communities and improves the ability of municipal governments to influence local economic development by attracting and retaining a skilled and talented workforce.

**Committee Oversight:** Standing Committee on Social and Economic Development

**Last updated:** March 2021 Board of Directors Meeting

## KEY FACTS

- According to Statistics Canada, immigration was responsible for two-thirds of Canada's population growth between 2001 and 2006, and 100 per cent of our country's net labour force growth will come from immigrants by 2011.
- The employment rate for Canadians with a severe disability was 26 per cent in 2011, compared to 68 per cent for those with a mild disability, and 79 per cent for the non-disabled population.
- Between 2011 and 2012, 1.1 million Canadian households experienced food insecurity. This is defined as households who experienced at least some level of uncertainty over their access to food in the past 12 months.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
Mar-2020	Equitable Public Access to E-books

## FCM POLICY STATEMENT POVERTY ERADICATION

### CONTEXT

Poverty is a national phenomenon experienced most acutely in the communities where Canadians live, work and raise their families. Despite its localized nature, the federal government has a powerful role to play in addressing poverty through national programs that provide the strongest cords of Canada's social safety net. By bringing all orders of government together to align efforts and maximize impact, the federal government can also play an important leadership role.

There are different measures used to define poverty, but depending which you use, between 3 million and 4.5 million Canadians live in poverty, representing between 8.8 percent and 13 percent of Canadians. Even when using the most conservative measure (the low-income cut-off measure, with 8.8 percent of Canadians living in poverty) it is clear that poverty disproportionately impacts certain population groups:

- 8.5% of children;
- 11.3% of single seniors;
- 18.7% of indigenous people living off-reserve (note Statistics Canada does not annually publish low-income rates for Indigenous people living on reserve);
- 20.3% of recent immigrants;
- 22.5% of people with disabilities;
- 23.7% of lone-parent families (the majority of whom are female-led); and
- 30.2% of unattached individuals age 45-64.

Municipalities of all sizes across Canada want to ensure their residents can meet their basic needs and contribute to their community. By developing and investing in poverty reduction initiatives, plans and strategies, local governments are filling gaps left by other support systems, and complementing essential federal, provincial and territorial leadership in critical social policy areas. Improved intergovernmental collaboration and federal leadership in areas such as income support, housing, early learning and childcare, affordable transit and telecommunications, skills training and accessibility can deepen the impact of local poverty reduction strategies across the country.

More detailed poverty reduction considerations are reflected in, and complimented by, FCM's Policy Statement on Affordable Housing and Homelessness and other policy statements related to the policy areas listed below.

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### FCM STANDING POLICIES

#### 1. Intergovernmental Dialogue

- 1.1. The federal government should formally engage the municipal sector through FCM, alongside provincial/territorial governments, in order to achieve significant and lasting outcomes through a National Poverty Reduction Strategy.

#### 2. Gender Lens

- 2.1. The federal government should apply a gender lens in developing, implementing and measuring the poverty reduction policies and programs.

#### 3. Social and Affordable Housing

- 3.1. The National Housing Strategy must prioritize the repair of social housing, alongside the construction of new social and affordable housing – at funding levels reflective of the need.

#### 4. Housing for Newcomers

- 4.1. The federal government should distinctly address the housing needs of newcomers.

## **5. Federal Homelessness Programming**

- 5.1. The federal government should expand the number of communities designated for funding to reflect growing homelessness, while also boosting allocations for eligible communities with the greatest need.
- 5.2. Future federal programs should empower communities to fund initiatives that best reflect local realities – including by eliminating rules requiring them to dedicate a certain portion of funding to Housing First approaches.

## **6. Childcare**

- 6.1. The federal government should ensure:
  - 6.1.1. Canadians living in poverty can access quality pre and post-natal care, early learning and childcare services, and parenting support;
  - 6.1.2. Early learning and childcare programs are flexible enough to connect with municipal priorities;
  - 6.1.3. That there are high standards across the country for early learning and childcare programs; and
  - 6.1.4. That programs and services accessible in all neighbourhoods and affordable for single parents and families in every income bracket.

## **7. Basic-income-guarantee models**

- 7.1. The federal government should investigate and develop options for how a basic income guarantee could be delivered in Canada.

## **8. Support for Indigenous peoples in municipalities**

- 8.1. The federal government should emphasize support for low-income Indigenous individuals and families in communities of all sizes through:
  - 8.1.1. programming that supports the renovation and construction of community and cultural spaces;
  - 8.1.2. the reinstatement of urban Indigenous coalitions to strengthen service linkages among municipal governments; and
  - 8.1.3. culturally appropriate programs and services.
- 8.2. Federal programming for to support Indigenous peoples should also seek to align with programs and services delivered by municipalities, as deemed appropriate by funded Indigenous organizations.

## **9. Public transit**

- 9.1. The federal government should consider options to increase the accessibility and affordability of public transit and develop options in collaboration with municipalities through a federal-municipal dialogue.

## **10. Accessibility**

- 10.1. Federal poverty reduction initiatives should directly align with efforts to create more accessible communities and workplaces.

## **11. Low-income Seniors**

- 11.1. The federal government should evaluate the effectiveness of income support measures for seniors on the basis of their ability to reduce poverty.

## **12. Essential Telecommunications Services**

- 12.1. The federal government should ensure that Current and future federal broadband investments are substantive and designed to ensure that high-speed internet is affordable particularly to low-income households in northern, rural and remote communities.

**Committee Oversight:** Standing Committee on Social-Economic Development

**Last updated:** March 2021 Board of Directors Meeting



## KEY FACTS

- From 1976 to 2010, the top 20 per cent of Canadian income earners saw their average market income rise by 28.9%, while the bottom 20 per cent saw theirs fall by 22.5%.
- Between 3 and 4.5 million Canadians live in poverty, representing between 8.8 and 13 per cent of Canadians.
- Using international measures, in 2013, Canada's ranked 20<sup>th</sup> out of 31 industrialized countries in terms of lowest overall poverty rate.
- Women's employment rate is 57 per cent—compared to 65 per cent for men. Meanwhile, women working full time earn 73.5 cents for every dollar men make, ranking Canada's gender pay gap the eighth-largest among Organization of Economic Co-operation and Development (OECD) countries.
- In 2015, 70% of Canadians living in poverty were considered working poor (i.e. people who live independently, have annual earnings of at least \$3,000 and have an after-tax income below the Low-income measure).

## ACTIVE RESOLUTIONS

*There are currently no active resolutions.*

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Ending Poverty Starts Locally: Municipal recommendations for a Canadian poverty reduction strategy](#) (2017)

## **FCM POLICY STATEMENT RECONCILIATION AND MUNICIPAL-INDIGENOUS RELATIONS**

### **CONTEXT**

Many FCM member municipalities are engaged in policy and programming for urban Indigenous peoples living in municipalities and are working in partnership with urban Indigenous leadership. Municipal elected officials are increasingly speaking about the need for municipalities to support reconciliation with Indigenous peoples and governments to address complex socio-economic issues, often rooted in Canada's history of colonialism and the residential school legacy.

The 94 Calls to Action of the Truth and Reconciliation Commission (TRC) lay an important foundation for municipal-Indigenous relations. At the release of the Final Report of the TRC in 2016, FCM committed to working with Indigenous peoples and all levels of government to move on a pathway towards reconciliation. For example, FCM adopted a resolution in 2016 supporting Indigenous organizations' request that the federal government officially declare September 30<sup>th</sup>, National Orange Shirt Day, a national day to honour residential school survivors. In 2017, the federal government then officially acknowledged the day.

Approximately 60% of Indigenous peoples reside in municipalities. FCM has long called on the federal government to provide more support for urban Indigenous people: First Nations, Inuit and Métis Canadians living outside of federal First Nations reserves and outside of the North. In 2016, FCM submitted recommendations to the federal government on the future of the Urban Aboriginal Strategy, which represents an important opportunity to improve federal support for Indigenous people living in cities and communities. It is one of the few programs that the federal government has to support Indigenous people living outside of federal First Nations reserve communities or outside of the North. Although the funding remains small relative to needs, FCM welcomed the continuation of this program in the form of the Urban Programming for Indigenous Peoples program. FCM continues to urge federal, provincial and territorial governments to work more closely with municipal governments and Indigenous governments and organizations to deal with the challenges faced by Indigenous peoples in municipalities.

FCM has also supported municipal-Indigenous collaboration through the First Nation – Municipal Collaboration Program funded by the federal government. This includes the First Nations – Municipal Community Economic Development Initiative (CEDI), a joint initiative with Cando (Council for the Advancement of Native Development Officers), works to enhance the capacity of participating First Nations and adjacent municipalities to complete joint Community Economic Development plans and strategies within a framework of reconciliation, learning and relationship building. Between now and 2021, as many as 30 communities will create joint economic development and land management partnerships and create long-term processes and structures for working together. The second project was the Community Infrastructure Partnership Project (CIPP), which strengthened collaboration between municipalities and Indigenous communities on water and solid waste management. CIPP also mentored a partnering Indigenous organization, the Centre for Indigenous Environmental Resources, to deliver this project in Manitoba, thus reducing costs and expanding the scope of the project. Beyond the economic and social benefits of these programs, the relationship building between First Nation and municipal governments that stems from these programs is laying the foundation for collaboration and partnerships that directly address the principles of the Truth and Reconciliation Calls to Action.

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### **FCM STANDING POLICIES**

#### **1. Federal urban Indigenous programs and funding**

- 1.1. As set out in FCM's 2016 recommendations to the federal review of the former Urban Aboriginal Strategy, the federal government should adopt the following approaches in future reviews or development of urban Indigenous programs and funding,:

- 1.1.1. Increase operational funding, and establish new funding for local Indigenous organizations and service providers;
- 1.1.2. Include capital funding for the renovation and construction of community and cultural spaces;
- 1.1.3. Continue funding for urban Indigenous coalitions in order to help strengthen local leadership and linkages between municipal governments and improve delivery of municipal services;
- 1.1.4. Include funding to existing and new local Indigenous organisations in order to build local capacity and empower local decision-making;
- 1.1.5. Ensure program flexibility so that funding meets local needs and priorities;
- 1.1.6. Establish the provision of long-term, predictable funding so that service delivery organizations can plan and deliver appropriate services based on local needs;
- 1.1.7. Assure culturally appropriate programs and services that meet the needs of First Nations, Inuit and Métis;
- 1.1.8. Consider the programs and services being delivered by municipalities in order to seek alignment support those services where appropriate; and
- 1.1.9. Ensure that funding meets the needs of Indigenous people residing in small-urban municipalities, rural areas and the North.

## **2. Municipal-Indigenous Partnerships**

- 2.1. Through FCM's Urban Indigenous Working Group and the Standing Committee on Social-Economic Development, FCM will continue to share municipal knowledge, initiatives and best practices to strengthen the capacity of local governments in their work to support indigenous peoples.
- 2.2. The federal government should support programs that build relationships between municipalities and Indigenous communities that result in meaningful partnership and contribute towards reconciliation.

## **3. Reconciliation**

- 3.1. FCM will continue to strengthen its relationships and collaborate with Indigenous leaders and Indigenous organizations regarding the needs of urban Indigenous people.
- 3.2. The federal government should work with Indigenous leaders to designate a national statutory holiday that celebrates the cultures and histories of the First Nations, Inuit and Metis peoples of Canada.
- 3.3. The federal government should respond to the Truth and Reconciliation Commission's Call to Action.
- 3.4. FCM supports the federal government holding a comprehensive, independent national inquiry into missing and murdered Indigenous women and girls in Canada and urges the federal government to work with Indigenous women's organizations and Canada's indigenous communities to support their call for a national round table.
- 3.5. The federal government should officially declare September 30th, National Orange Shirt Day, a national day to honour residential school survivors, their families and their communities, to ensure that public commemoration of the history and legacy of residential schools remains a vital component of the reconciliation process.
- 3.6. In response to Call to Action #80 from the final report of the Truth and Reconciliation Commission, the federal government should, in collaboration with Indigenous peoples, establish, as a statutory holiday, a National Day for Truth and Reconciliation to honour Survivors, their families, and communities, and ensure that public commemoration of the history and legacy of residential schools remains a vital component of the reconciliation process.

## **4. Housing and Homelessness**

- 4.1. The federal government should distinctly and robustly fund the housing needs of Indigenous people living on and off reserve. A separate Indigenous Housing Fund should be allocated from within the National Housing Strategy, but delivered distinctly and in ways that enable decision-making by the Indigenous housing sector. Indigenous providers must be prioritized in the initiative to protect the affordability and quality of existing social housing because they operate projects for those at greatest risk.

- 4.2. Federal homelessness programming should maintain distinct urban Indigenous funding envelopes.

**Committee Oversight:** Standing Committee on Social-Economic Development

**Last updated:** March 2021 Board of Directors Meeting

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## KEY FACTS

- According to the 2011 Census, approximately 60% of Indigenous Canadians live in cities and communities of all size.
- In Toronto alone, there are some 1,000 Indigenous families, couples and individuals waiting for Indigenous affordable housing.
- Homeless shelter use is 10 times higher among Indigenous Canadians than among non-Indigenous people.
- In Budget 2017, the federal government committed \$118.5 million over five years for Urban Programming for Indigenous Peoples.
- Announced in August 2017, the federal government has established two new departments to replace the former Department of Indigenous and Northern Affairs (INAC): a Department of Crown-Indigenous Relations and Northern Affairs, and a Department of Indigenous Services. These changes are modelled on the recommendations of the Royal Commission on Aboriginal Peoples. The mandate of the Department of Indigenous Services is to improve services for Indigenous peoples and to support the path to self-determination, and will include responsibility for delivery of day-to-day services
- In December 2017, the Minister of Crown-Indigenous Relations and Northern Affairs announced the appointment of six members to the Interim Board of Directors for the National Council for Reconciliation. The appointments advance Canada's the Truth and Reconciliation Commission's Calls to Actions #53 and #54. The board members will deliver recommendations to develop the council and the endowment of a National Reconciliation Trust.

## ACTIVE RESOLUTIONS

<i>Approved</i>	<i>Resolution Title</i>
Mar-2019	<a href="#">Investing in Indigenous Peoples</a>

## RELEVANT FCM REPORTS AND SUBMISSIONS

- [Submission on the Urban Aboriginal Strategy](#) (2017)
- [Canada's Housing Opportunity: Urgent solutions for a national housing strategy](#) (2016)
- [Pathways to Reconciliation: Cities Respond to the TRC Calls to Action](#) (2016)

# FCM POLICY STATEMENT INTERNATIONAL RELATIONS

## CONTEXT

### **Municipal engagement on a global scale**

Of all levels of government, municipalities are closest to the people. They play an important role in solving practical problems, delivering services, promoting economic growth and gender equality, and encouraging citizen participation in the democratic process.

Since 1987, our international programming has given Canadian municipal experts the chance to share knowledge and build relationships with counterparts in Asia, Africa, the Middle East, Latin America, the Caribbean and Eastern Europe. Funded by Global Affairs Canada, our current international portfolio provides \$125M worth of technical assistance support to local governments in 13 countries overseas and engages experts from 61 Canadian municipalities.

### **Our strategic priorities**

Our work abroad focuses on four priorities:

- Strengthening local leadership by training elected officials and administrative staff, encouraging greater citizen engagement in the local decision-making process, and improving intergovernmental relations.
- We enhance the ability of local governments to stimulate private-sector activity, which helps promote economic development and reduce poverty by creating jobs, trade and foreign investment.
- We help local governments respond to disasters or conflicts and ensure their capacity to build safer communities in the future.
- By fostering environmental leadership and innovation at the municipal level, we are helping build more resilient and sustainable communities -- improving the quality of life of all citizens.

### **Changing lives at home and abroad**

Our 'peer-to-peer' approach to international cooperation not only builds the capacities of communities overseas-it also brings direct benefits back to Canadian municipalities. Those who participate in our programs receive valuable professional development opportunities while forging new business and trade connections around the world. They also gain access to innovative policy research and best practices, becoming more responsive to the needs of their citizens.

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## FCM STANDING POLICIES

### **1. Policy influence – International Policy Development and Advocacy**

In the area of Policy Influence, FCM pursues the following international strategic objectives:

- FCM will continue to work Global Affairs Canada to promote strategic programming and greater collaboration between the Canadian municipal sector and the Government of Canada in support of Canada's development cooperation objectives in countries of strategic importance for Canada.
- FCM will continue to better understand and influence Canadian federal policies and programs related to international policy issues that affect Canadian municipalities, particularly climate change, poverty alleviation, immigration, security, trade, investment attraction, and effective aid and development assistance.
- FCM will continue to better understand and influence multilateral organizations' policies and programs related to international policy issues that affect Canadian and overseas partner

municipalities, particularly on effective development assistance and the new global development agendas; poverty alleviation, climate change adaptation; disaster preparedness and response; and, trade and investment attraction.

- FCM will better engage and inform Canadian municipalities to understand the impact of international matters on their municipal interests.

## **2. Development cooperation – Municipal International Cooperation**

In the area of Development Cooperation, FCM pursues the following international strategic objectives:

- FCM will continue to expand and implement new international municipal assistance projects in developing and emerging countries, with a clear focus on the promotion of democratic local governance; strengthening economic prosperity and engagement of the private sector;; and, environmental sustainability, while taking into account gender equality.
- FCM will explore opportunities to engage its domestic programming in international projects and ensure a transfer of knowledge from its international projects to the Canadian context.
- FCM will explore diversified sources of funding and partnership approaches for our international projects beyond the Government of Canada. We will explore potential programming with organizations like the World Bank, Regional Banks, Canadian foundations, and with other Canadian international organizations.

## **3. Trade and Investment Promotion – Municipal Economic Initiatives**

In the area of Trade and Investment Promotion, FCM pursues the following strategic objectives:

- FCM will continue to work with GAC on a strategic partnership on trade and investment to promote greater collaboration between the Canadian municipal sector and the Government of Canada in areas of trade promotion, trade policy, two-way investment, and international economic activities.

## **4. Organization Effectiveness and Efficiency – Doing Better International Work**

In the area of Organizational Effectiveness and Efficiency, FCM pursues the following strategic objectives:

- FCM will continue to improve the governance, communication and internal capacity of its international activities, including better international engagement of its members and staff.
- In Canada and overseas, FCM will enhance its collaboration and coordination with other stakeholders and partners engaged in international activities.
- FCM will ensure that international knowledge management is an integral part of FCM's international organizational practices, decision making and learning.

**Committee Oversight:** Standing Committee on International Relations

**Last updated:** September 2018 Board of Directors Meeting

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## ANNEX

### **Procedures for Policy Development**

#### **1. General procedures**

- 1.1. The FCM Board of Directors is responsible for the setting of policy priorities that reflect the concerns of Municipal and Affiliate Members. It may appoint Standing Committees and Task Forces as required to develop policy positions on key national municipal issues.
- 1.2. The major communications and research activities of FCM will be directed to those national municipal issues which fall within the jurisdiction of the federal government, the provincial and territorial governments acting at the interprovincial level, or FCM itself, as identified by the Annual Conference or the Board of Directors.
- 1.3. Indirect municipal issues and local/regional issues will not be supported by major research and communications activity, unless otherwise directed by the Annual Conference or by the FCM Board of Directors.
- 1.4. FCM will take a stand only on issues that are clearly municipal in character.
- 1.5. All resolutions endorsed at the Annual Conference or at meetings of the Board of Directors, and which require action from the Government of Canada, shall be submitted to the appropriate minister, department or agency for response.
- 1.6. Ministerial responses to endorsed resolutions shall be forwarded to the sponsor upon receipt by FCM.

*Adopted, June 1998 FCM Annual Conference  
Revised, March 2007*