

From: "Johnston, Sadhu" <Sadhu.Johnston@vancouver.ca>

To: "Direct to Mayor and Council - DL"

CC: "City Manager's Correspondence Group - DL"

"City Leadership Team - DL"

"Nikolic, Sandra" <Sandra.Nikolic@vancouver.ca>

"Postma, Tobin" <Tobin.Postma@vancouver.ca>

"Reid, Lauren" <Lauren.Reid@vancouver.ca>

Date: 5/27/2019 8:59:58 AM

Subject: FW: 2019 FCM Briefing

Attachments: 2019 Resolutions for Plenary Handout-BIL.PDF

Final SLR Planning Update Council Report\_July 25 2018\_posted to web.pdf

201904-UP2-RentalHousing-ChallengesResponses.pdf

CMO-IGR-Federal Relations - FCM Backgrounder (May 27 2019).DOCX

---

Good Morning Mayor and Councillors,

Our IGR team have worked with appropriate departments to review the 2019 FCM Conference Resolutions. Please see their comments, in blue, below. If you have any questions, contact the applicable staff liaison.

Please see the following link for the 2019 FCM Conference Program: <https://data.fcm.ca/documents/events/ac2019/ac-2019-program-at-a-glance.pdf>

Also, note additional backgrounder information attached to this email.

Best,

Sadhu

**Sadhu Aufochs Johnston** | City Manager  
Office of the City Manager | City of Vancouver  
[sadhu.johnston@vancouver.ca](mailto:sadhu.johnston@vancouver.ca)  
604.873.7627



*The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the Musqueam, Squamish, and Tsleil-Waututh peoples.*

\*\*\*\*\*

## **2019 FCM Conference Resolutions – City of Vancouver Staff Recommendations**

### **Gender-based Violence**

WHEREAS, Every six days in Canada a woman is killed by her intimate partner;

WHEREAS, One in five women experience some form of abuse in their intimate relationship;

WHEREAS, The majority of victims of spousal abuse are female, accounting for 83% of all victims;

WHEREAS, Every year in Canada 362,000 children witness or experience family violence;

WHEREAS, Gender based violence affects every community across Canada;

WHEREAS, The cost of violence against women costs the national justice system, social assistance budgets and municipal budgets millions of dollars per year;

WHEREAS, In the 2018 federal budget, the Government of Canada announced a national strategy for response to gender-based violence (GBV) that includes funding of \$86 million over five years, focusing on prevention, support for survivors and their families, and promotion of responsive legal and justice systems;

WHEREAS, Municipalities are on the front lines in addressing gender-based violence in our communities and therefore are in a position to offer insights on the needs and possible directions for the federal funding; therefore be it

RESOLVED, That FCM endorse in principle the federal government's national strategy to address gender-based violence; and be it further

RESOLVED, That FCM advocate with the federal government for municipalities to be consulted on how the strategy and the funding is implemented.

City of Edmonton, AB

### **Background Research and Assessment:**

#### *Issue*

This resolution calls on FCM to endorse, in principle, the federal government's national strategy to address gender-based violence (GBV) and to advocate for municipal involvement in the implementation of the strategy, including funding decisions.

#### *Background*

In 2016, the federal government undertook consultations with stakeholders – including provincial-territorial governments, academia and civil society – to find ways to address the issue of gender-based violence in Canada. Findings of the engagement process were used to inform development of a strategy to prevent and address GBV, including suggested roles for the federal government.

#### *National Strategy to Prevent and Address Gender-Based Violence*

In June 2017, the federal government announced its national strategy to address GBV. The strategy – called *It's Time: Canada's Strategy to Prevent and Address Gender-Based Violence* – builds on current federal initiatives, coordinates existing programs and lays the foundation for greater action on GBV.

The Strategy is based on three pillars:

- Prevention;
- Support for survivors and their families; and
- Promotion of responsive legal and justice systems.

The strategy aims to fill gaps in support for diverse populations, which could include: women and girls, Indigenous Peoples, LGBTQ2 community members, gender non-binary individuals, those living in northern, rural, and remote communities, people with disabilities, newcomers, children and youth, and seniors.

#### *Funding Allocation*

The strategy proposes a whole-of-government approach to prevent and address GBV, with investments across multiple departments and agencies, including: Status of Women Canada; the Public Health Agency of Canada; Public Safety Canada; the Department of National Defence; the Royal Canadian Mounted Police; and Immigration, Refugees and Citizenship Canada. Funding is allocated to support initiatives being undertaken by each of these agencies (further details can be found here).

Budget 2017 included \$100.9 million over five years, and \$20.7 million per year ongoing, to support the implementation of the GBV Strategy. This will include the creation of the GBV Knowledge Centre within Status of Women Canada. The Knowledge Centre will better align existing resources across government and support the development and sharing of research and data to enable more coordinated, evidence-based action on GBV.

Budget 2018 proposed an additional \$86 million over five years, starting in 2018-19, and \$20.0 million per year ongoing, to expand the Strategy. New investments will focus on preventing teen dating violence, cyberbullying, enhancing victim-care services, and investigative capacity of the RCMP. Budget 2018 also proposed an expansion of the RCMP Sexual Assault Review and establishment of a national framework to address GBV in post-secondary institutions.

Budget 2019 proposes additional measures to address GBV, including a whole-of-government strategy to combat human trafficking, legislative amendments for increased access to family justice, and enhancements to the federal Women's Program to advance gender equality, which includes support for projects that will address GBV.

### *Analysis*

This resolution addresses an issue that is a direct concern of municipalities at a national level and falls within the jurisdiction of the federal government. GBV affects communities in all parts of Canada and has financial impacts on social assistance, policing, local support services and municipal budgets. GBV can also pose unique challenges for rural communities as availability and cost of transportation can create additional barriers to timely access of victim support services.

Municipalities are on the front lines of addressing gender-based violence in communities. Examples of municipally-led initiatives and policies that address GBV include: Vancouver, BC – Women's Equity Strategy (2018), Edmonton, AB – Gender Based Violence and Sexual Assault Prevention Initiative (2015), Toronto, ON – Action on Intimate Partner Violence against Women (2015), and Winnipeg, MB – Winnipeg Safe City: Working for a City Free from Violence Against Women and Girls (2013).

Given their experience and involvement in community-led initiatives aimed at combatting GBV and the impacts on the frontlines, municipalities would be able to offer insights on local needs and possible directions for the federal funding, including how to maximize these benefits for communities.

FCM has not previously adopted policy in support of a national strategy to address GBV, however has a number of related policies:

- In §1.1 of the Policy Statement on Crime Prevention, FCM has standing policy that endorses the United Nations Economic and Social Council's (ECOSOC) Guidelines for the Prevention of Crime, which encourage crime prevention through social development. These guidelines are grounded in a number of international standards and norms, including the U.N. Declaration on Elimination of Violence against Women, which specifically targets GBV against women.
- Additionally, §2.1 of the Policy Statement on Crime Prevention, FCM policy states that FCM will continue to work with key partners and stakeholder to provide constructive and actionable recommendations to the federal government on how to reduce crime and victimization and share knowledge and experience that can help municipalities effectively prevent crime.

This resolution is consistent with these past policies and interventions.

**Staff Liaison:** MaryClare Zak (604.871.6643) / Sandra Singh (604.871.6858)

**Staff Recommendation:** Staff support this resolutions and the need to consult municipalities. Note that Vancouver and Edmonton are participating in a UN scoping study on violence against women and girls.

### *Missing gaps:*

The motion could acknowledge, as part of its analysis that:

- municipalities with their own police forces have direct responsibilities for responding to gender based violence from a criminal code and community safety perspective
- other municipal staff have data, research and direct relationships, including partnerships and

funding relationships, with grassroots NGOs working to end/address gender based violence and local perspectives and knowledge bases on this issue that are critical to policy formation

- the recent Missing and Murdered Indigenous Women and Girls Inquiry

\*\*\*\*\*

## **Federal Climate Change Adaptation Funding and Support for Regional Disaster Mitigation and Flood Planning**

WHEREAS, the City of Gatineau is particularly impacted by the effects of extreme weather events, including major floods in 2017 and 2019, a tornado in 2018 and more frequent heavy rainfalls;

WHEREAS, a recent report released by Environment and Climate Change Canada found that Canada has and will continue to warm, on average, twice as much as the rest of the world, and the effects of this warming are already being experienced by Canadian municipalities; and

WHEREAS, a recent study commissioned by the Union of Quebec Municipalities found that the cost of adapting to climate change for Quebec municipalities could hit \$4 billion over the next five years; and  
WHEREAS, the Insurance Bureau of Canada reported that in 2018 insured damage for severe weather events across Canada reached \$1.9 billion, and while this figure represents the fourth highest amount of losses on record, the losses in 2018 were caused not by any single large event but by the culmination of many smaller disaster events; and

WHEREAS, investing in disaster mitigation and climate change adaptation infrastructure has been demonstrated to not only increase the resiliency of communities but also reduce the economic losses associated with extreme weather events; and

WHEREAS, the majority of federal funding programs for disaster mitigation and climate change adaptation (e.g. National Disaster Mitigation Program, Municipalities for Climate Innovation Program, Disaster Mitigation and Adaptation Fund) are fully subscribed and/or nearing completion; and

WHEREAS, increasing community resilience through disaster mitigation and climate change adaptation cannot be successfully achieved without collaboration between multiple stakeholders, including federal, provincial and municipal governments, private landowners, residents, First Nations, and businesses, and there is a need to ensure that future funding for disaster mitigation and adaptation encourages a regional, multi-stakeholder approach; therefore be it

RESOLVED, that FCM call on the Government of Canada to provide predictable, flexible, long-term infrastructure funding to help municipalities reduce disaster risk and adapt to climate change, with funding levels based on the latest assessments of the impact of climate change and the cost of adapting municipal infrastructure; and be it further

RESOLVED, that FCM call on the Government of Canada to ensure that future investments in disaster mitigation and climate change adaptation support a regional approach where costs and benefits are shared between all orders of government; and be it further

RESOLVED, That FCM call on the Government of Canada to provide support for regional climate risk assessments and disaster risk reduction plans, including watershed-level flood mitigation plans.

City of Gatineau, Quebec

## **Background Research and Assessment:**

*Issue*

This resolution calls on FCM to advocate for greater support and investment in long-term infrastructure funding through a regional approach to disaster mitigation and climate change adaptation.

### *Background*

In September 2018, the Standing Committee on Environmental Issues and Sustainable Development approved federal investment in disaster mitigation and climate change adaptation infrastructure as a 2019 federal election priority.

FCM's Policy Statement on Climate Change states: 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.

### *Analysis*

A recent report from Environment and Climate Change Canada found that, on average, Canada is warming at twice the rate as the rest of the world and climate impacts are already being felt, particularly in our northern regions. Flooding continues to be one of the most frequent and costliest natural disasters in Canada. A 2016 report by the Parliamentary Budget Officer estimated that from 2016-2021, flooding alone would account for 70% of federal Disaster Financial Assistance Arrangement (DFAA) payments, costing the federal government an estimated \$673 million per year. The same report pointed to a lack of coordination between levels of government and recommended regional planning at the watershed level to mitigate flood risk over time.

The cost for municipalities to adapt to the impacts of climate change will be high. A recent report from Groupe AGÉCO estimates that the cost to adapt to climate change impacts in Quebec could be as high as \$4 billion over the next 5 years. However, it has been demonstrated that investing in mitigation/prevention projects has a high return on investment: every dollar spent on mitigation saves \$6 in damages. Natural infrastructure, in particular, can provide significant and cost-effective disaster mitigation benefits: natural wetlands in southern Ontario, for example, have been shown to reduce flood damage costs by up to 30%-40%. Natural infrastructure, however, does not abide by jurisdictional boundaries and requires a regional approach to planning and management.

According to early results of FCM's Municipalities for Climate Innovation Program (MCIP), many municipalities are in the very early stages of planning for climate change adaptation. Therefore, while it is critical to invest in disaster mitigation and adaptation infrastructure, it will also be critical to invest in the development of regional planning approaches and frameworks to ensure investments are integrated and effective. The addition of a regional planning approach to disaster mitigation and climate change adaptation aligns well with overall FCM policy and supports more effective investments by the federal government.

**Staff Liaison:** (Doug Smith (604.829.4308) / Brad Badelt (604.673.8165))

### **Staff Recommendation:**

- Staff strongly recommend the establishment of reliable, long term funding to support investment in flood management for coastal, riverine, and extreme rainfall flooding. This funding will support the long term health and safety of residents, business continuity of the region's economy, and future functioning of local ecosystems. This investment should be done in coordination with all four levels of government and apply a regional approach.
- Vancouver, like other coastal cities around the world, will experience sea level rise and increasingly intense storm surge events over the coming decades and centuries due to climate change. Based on modelling results from the Intergovernmental Panel on Climate Change, the BC government recommended in 2011 that local governments plan for 1 metre of local sea level rise by 2100, and an additional 1 metre by 2200.
- With one metre of sea level rise and a major storm surge event (0.2% AEP storm surge event<sup>1</sup>), approximately 13 sq. km of land and buildings valued at \$7B (2013 land value assessment) is vulnerable to flooding in Vancouver.
- Approximately, \$1 billion of flood management infrastructure is needed in Vancouver by 2100 to mitigate flood risk which threatens \$7B (2013 land value assessment) of land and buildings located in Vancouver's flood plain.

### **Past City of Vancouver decisions:**

THAT Council direct staff to work with regional stakeholders to engage the provincial and federal governments to revisit and reaffirm their respective mandate with regards to flood protection, particularly in leading intergovernmental flood management planning efforts and in providing long-term sustainable funding to undertake such work.

*Background*

- Historically, much of the existing diking infrastructure in the Lower Mainland (but excluding Vancouver) was funded by senior levels of government from the 1960s to the mid-1990s.
- During that period, the provincial government played a lead role in ensuring that flood protection across the region was coordinated and that funding was allocated to the highest priority projects.
- Since the early 2000.s, the provincial government devolved much of its role in flood protection to local governments. BC no longer coordinates flood management.
- Federal support is provided through infrastructure funding programs, along with the Disaster Relief Fund (which is limited to post-disaster funding).
- There is currently no long-term sustainable funding model for flood management in BC.

*Moving forward*

- Sea level rise will require significant upgrades to flood protection in Vancouver and elsewhere across the region.
- The Province requires all dikes and other flood protection infrastructure be built to withstand a major earthquake.
- The capital burden to upgrade flood protection across the region is massive (estimated at \$9B), and well beyond the fiscal capacity of local governments.
- It is not feasible for local governments to solely fund all of the costs of shoreline flood protection. Further, within Vancouver s boundaries are significant provincial (e.g. BC Hydro substations) and federal (e.g. the Port of Vancouver) assets that require protection, which should be funded by senior levels of government.

This recommendation was endorsed. *Please see attached in-camera council report and 2018 UBCM Flood Planning and Funding UBCM resolution.*

*Also attached, July 2018 report to Council supporting provincial and federal financial support and regional coordination.*

\*\*\*\*\*

**Prioritizing Housing Affordability**

WHEREAS the National Housing Strategy prioritizes housing solutions for low- and moderate-income households, per FCM s recommendations;

WHEREAS renters and homeowners at a range of income levels and in cities and communities of all sizes are increasingly unlikely to be able to access or maintain a home that is affordable to them and meets their needs;

WHEREAS, on average, owning a home is more expensive now than at any time in the last 30 years;

WHEREAS average rent increases are outstripping inflation in many housing markets;

WHEREAS housing affordability pressures are exacerbated by record-high household debt-to-income levels in a rising interest-rate environment;

WHEREAS the stability of national and local housing markets has a direct linkage to national and local economic outcomes;

WHEREAS housing affordability is correlated to positive health and socioeconomic outcomes;

WHEREAS the federal government has influence over the affordability of housing, both rented and owned, through the regulation of mortgages and mortgage insurance, taxation levers and its spending power;

WHEREAS the federal government's 2019 budget underscored that housing affordability is a federal concern, and that it has an important role to play in addressing it through the announcement of the First-Time Home Buyer Incentive and enhancements to both the Rental Construction Financing Initiative and Home Buyer's Plan;

RESOLVED that the federal government assess and publicly report on the impact of budget 2019 measures designed to improve housing affordability for renters and owners; and

RESOLVED that the federal government work with municipalities through FCM to determine the most effective federal role in improving housing affordability for renters and owners at the local level.

City of Victoria, B.C.

### **Background Research and Assessment:**

#### *Issue*

The resolution acknowledges the role that FCM played in ensuring the National Housing Strategy focuses on housing solutions for those in greatest need, but identifies that other households with comparatively higher incomes are also facing housing affordability pressures. These pressures negatively impact those households, the municipalities in which they live and national economic outcomes.

The resolution points out that the federal government has acknowledged its role in supporting housing affordability, most recently in Budget 2019.

The resolution proposes a public evaluation of Budget 2019 housing affordability measures, but also joint work between the federal government and municipalities through FCM to identify the most effective federal role in improving housing affordability for both renters and owners.

#### *Background*

Prospective buyers and some existing owners are under pressure as home affordability is at its worst point since 1990. Renters are facing tightening vacancy rates and, accordingly, average rent increases that are outstripping inflation in many housing markets. Underpinning all of this is growing household debt-to-income levels with the average household carrying almost \$1.80 in debt for every \$1 of income. Housing affordability challenges exist in all parts of Canada and in communities of all sizes. In 2016, 11.6 percent of households living in communities with populations between 10,000 and 100,000 people were living in core housing need, compared with 14 percent in centres of at least 100,000 people. A household is considered to be in core housing need if they cannot locally access a home that has enough bedrooms for the family size and composition; that does not need major repairs and does not require them to pay more than 30 percent of pre-tax income in housing costs.

Housing need data from 2016 for communities under 10,000 people is not yet available, but other data sets demonstrate similar pressures in rural Canada. Statistics Canada's 2014 General Social Survey found that adults in rural Ontario were more likely to report experiencing homelessness or hidden homelessness than urban residents.

Housing affordability pressures in the North are elevated, with 15.2 percent, 15.5 percent and 36.5 percent of households living in core housing need in communities in Yukon, NWT and Nunavut, respectively. Some groups are disproportionately facing housing affordability pressures across the country, including Indigenous Canadians, seniors and lone-parent families.

Budget 2019 included several measures designed to support housing affordability, including an expansion of the existing Rental Construction Financing Initiative; the expansion of the existing Home Buyers Plan; the development of a First-Time Home Buyer Incentive; and the launch of a Housing Supply Challenge.

### *Analysis*

When households spend more on housing, they have less to spend in the local businesses that drive local economies and, in turn, national economic outcomes. When households cannot find housing they can afford where job opportunities exist, they may not take those opportunities, which deprives the local economy of the labour it needs. When a household can only afford housing a considerable distance from their place(s) of work, increased congestion, family pressures and negative health impacts can arise.

In its housing-focused policy and advocacy work to-date, FCM has prioritized non-market affordable/social housing solutions needed for low- and moderate-income households. The growth in housing affordability pressures facing households with comparatively higher incomes, who would normally secure housing in the market, is leading to negative impacts for households and municipalities, which compels FCM to expand the scope of its housing work in the manner outlined by the resolution. This resolution builds on an existing 2018 resolution, which began this process, but is more specific in calling for federal-municipal dialogue and co-operation, starting with an assessment of the effectiveness of measures contained in the 2019 federal budget.

**Staff Liaison:** Dan Garrison (604.673.8435)

**Staff Recommendation:** Staff support this resolution.

For further background information, please see the attached discussion paper drafted in advance of the recent FCM Urban Project meeting on rental housing that took place in Vancouver on May 2, 2019.





**2019 FCM ANNUAL CONFERENCE – RESOLUTIONS PLENARY**  
**RESOLUTIONS TO BE CONSIDERED**

**CONGRÈS ANNUEL DE LA FCM 2019 – PLÉNIÈRE DES RÉOLUTIONS**  
**RÉSOLUTIONS AUX FINS D'EXAMEN**

	Page
FCM Resolutions Plenary: Rules and Procedures.....	3
Plénière des résolutions de la FCM : règles et procédures .....	5
Active FCM Resolutions.....	39
Résolutions actives de la FCM.....	42
Detailed Procedures for Resolutions (for information) .....	45
Traitement des résolutions (pour information) .....	52
 <b>Resolutions referred to the Annual Conference by the Board of Directors/  Résolutions renvoyées au Congrès annuel par le conseil d'administration</b>	
1. Expand the Airports Capital Assistance Program .....	7
Élargir le Programme d'aide aux immobilisations aéroportuaires .....	10
2. Gender-based Violence .....	13
La violence fondée sur le sexe .....	16

## Emergency Resolutions / Résolutions urgentes

3. Federal Climate Change Adaptation Funding and Support for Regional Disaster Mitigation and Flood Planning .....	19
Financement du fédéral pour l'adaptation aux changements climatiques et le soutien aux démarches régionales d'atténuation des catastrophes naturelles, incluant les inondations .....	21
4. Municipal Engagement in the Canadian Broadband Strategy .....	24
Participation des municipalités à la stratégie canadienne de connectivité à large bande .....	26
5. Prioritizing Housing Affordability .....	28
Logements : priorité à l'abordabilité .....	31
6. Rural Economic Development .....	34
Développement économique rural .....	36

# FCM Resolutions Plenary: Rules and Procedures

Saturday, June, 1<sup>st</sup>, 2019

---

## Purpose of FCM's resolutions process

The resolutions process gives members the opportunity to directly influence the direction of FCM's public policy and advocacy work, as well as the organization itself. Generally, resolutions are focused on issues that are the direct or indirect responsibility or concern of Canadian municipalities and local governments and that fall within the jurisdiction of the federal government, and/or provincial and territorial governments acting at the inter-provincial/territorial level. Resolutions submitted for FCM's consideration are placed in the one of 5 categories to guide subsequent action (see Annex A for description).

## Standard rules

The resolution process is described in the [Procedures for Resolutions](#), which is included at the end of the Resolutions section. *Robert's Rules of Order* shall be the parliamentary authority used that governs the conduct of this session. Additional key rules and procedures for this session are summarized herein:

## Specific Rules and Procedures for the Resolutions Plenary

### 1. **Moving and seconding resolutions not required**

- All resolutions provided in the *2019 FCM Resolutions Plenary: Resolutions to be considered* are deemed to be duly moved and seconded by the originating municipality or provincial/territorial municipal association.

### 2. **Speaker guidelines**

- **Sponsors:** A representative from the sponsoring municipality or municipal association will be given the first opportunity to speak.
- **Eligibility and time limit:** Only FCM members in good standing are entitled to speak from the floor. All speakers must identify themselves and their municipality or association, and must confine their remarks to a maximum of two minutes. No delegate will be permitted to speak more than once on any resolution until other delegates wishing to speak have been heard.

### 3. **Motions to amend and refer**

- Amendments will be shown on the overhead screen to ensure the mover's wording is reflected in the official record.
- Amendments of more than four words to a resolution shall be submitted in written form to the Chair to ensure the proper wording is reflected in the official record.
- Motions to refer a resolution will be in order at any time. Debate on a motion to refer must be confined to the merits of the referral motion.

### 4. **Voting**

- At the close of debate, a vote will be called on the Operative Clause(s) section of a resolution.
- Only duly Accredited Representatives are entitled to vote on resolutions. Voting devices may be used to record the vote.

### 5. **Emergency Resolutions**

- Resolutions submitted after the regular deadline as an emergency or time-sensitive nature, must be received a minimum of six (6) business days prior to the Annual Conference to allow sufficient time for staff analysis and subsequent consideration by the Executive Committee.
- All emergency resolutions will be available at the Resolutions Plenary or in advance on the FCM website.

## 6. Motion to Re-Categorize a Resolution

- Should a Conference Delegate wish to introduce an amendment to the category of any Resolution; the Chair shall ask for a seconder and a two-thirds vote on the re-categorization before allowing any debate on the Resolution itself.

### ANNEX A: CATEGORIZATION OF RESOLUTIONS

Resolutions submitted for FCM's consideration are placed in the following categories to guide subsequent action:

#### **Category "A" – Municipal-Federal Issues**

This category contains resolutions on issues that have not been addressed by FCM in the previous three years. Category "A" resolutions contain resolutions that are the direct responsibility or concern of Canadian municipalities beyond a regional level, and fall within the jurisdiction of the federal government. Category "A" resolutions adopted with concurrence will be sent to the relevant government minister, and will guide future FCM policy positions. **Category "A" resolutions adopted with non-concurrence are not endorsed by FCM and will not require action.**

#### **Category "B" – Issues not within municipal and/or federal jurisdiction**

This category contains resolutions that are not a municipal responsibility. No action is taken on category "B" resolutions.

#### **Category "C" – FCM Issues**

This category contains resolutions directed at FCM Members or at FCM as an organization. Category "C" resolutions adopted with concurrence will be forwarded to the Executive Committee for review and action; the Executive Committee will report on its progress to the Board.

#### **Category "D" – In accordance with existing FCM policy**

This category contains resolutions on issues dealt with by FCM in the previous three (3) years or that are in accordance with FCM's standing policy and advocacy priorities. These resolutions will be received by the Board of Directors for information only. FCM staff is authorized to inform a sponsoring municipality that its resolution will be categorized as "D" or "E".

#### **Category "E" – Not in accordance with existing FCM policy**

This category contains resolutions on issues that have been considered by FCM within the previous three (3) years and are not in accordance with standing FCM policy and advocacy priorities. These resolutions will be presented to the Board of Directors for information only. FCM staff is authorized to inform a sponsoring municipality that its resolution will be categorized as "D" or "E".

# Plénière des résolutions de la FCM : règles et procédures

Samedi, le 1 juin 2019

---

## **But du processus de résolutions de la FCM**

Les résolutions permettent aux membres d'exercer une influence directe sur l'orientation des activités de la FCM en matière de politiques publiques et de promotion des intérêts, et de l'organisme lui-même. De façon générale, les résolutions doivent porter sur des enjeux relevant directement ou indirectement de la responsabilité ou de l'intérêt des municipalités canadiennes et gouvernement locaux et qui sont de la compétence du gouvernement fédéral et/ou des gouvernements provinciaux ou territoriaux agissant à l'échelle interprovinciale ou territoriale. Les résolutions soumises à l'attention de la FCM sont classées sous cinq catégories, chaque catégorie appelant un traitement différent (voir la description à l'annexe A).

## **Règles standards**

Le processus de prise de résolutions est décrit dans le [Traitement des résolutions](#), inclus à la fin de la partie portant sur les résolutions. Le déroulement de cette séance est régi par le *Robert's Rules of Order* comme autorité parlementaire utilisée. D'autres procédures et règlements importants pour la séance sont résumés ci-dessous :

## **Règles et procédures spécifiques pour la plénière des résolutions**

### **1. Il n'est pas nécessaire de proposer et d'appuyer les résolutions**

- Les résolutions figurant au document intitulé *Plénière des résolutions de la FCM 2019 – Résolutions aux fins d'examen* sont réputées avoir été conformément proposées par la municipalité qui les ont élaborées et appuyées par l'association provinciale/territoriale.

### **2. Lignes directrices des conférenciers**

- **Parrains** : il revient à un représentant de la municipalité ou de l'association qui parraine la résolution de prendre la parole en premier.
- **Limites en matière d'admissibilité et de temps de parole** : seuls les membres en règle de la FCM qui se trouvent dans l'assemblée ont droit de parole. Tous les porte-parole doivent s'identifier, nommer leur municipalité ou association, et limiter la durée de leurs observations à deux minutes. Aucun délégué n'aura le droit de parler plus d'une fois au sujet d'une résolution à moins que tous les délégués désireux de se prononcer aient pu le faire.

### **3. Motions visant la modification ou le renvoi de résolutions**

Les modifications aux résolutions seront affichées sur un écran au mur afin que la formulation du parrain soit indiquée correctement dans le compte-rendu; on peut apporter des corrections à la formulation en soulevant une objection ou en les présentant par écrit au président ou à la présidente.

- Les propositions de modification des résolutions dépassant quatre (4) mots doivent être soumises par écrit au président ou à la présidente afin de s'assurer que la formulation est correctement indiquée dans le compte-rendu.
- Les motions de renvoi de résolutions figurent à l'ordre du jour en tout temps. Les débats portant sur une motion de renvoi doivent se rapporter à la légitimité de la motion de renvoi.

### **4. Vote**

- À la fin des discussions, on votera sur la « clause exécutoire » faisant partie intégrante de la résolution.
- Seuls les délégués votant dûment accrédités ont droit de vote dans le cas des résolutions. Pour exercer ce droit, ils pourront se servir du dispositif électronique de votation qui leur aura été remis au moment de leur inscription.

## 5. Résolutions urgentes

- Les résolutions présentées après la date limite officielle à titre de résolutions urgentes ou nécessitant une attention rapide doivent être reçues au moins six (6) jours ouvrables avant le congrès annuel, afin que le personnel ait le temps de les analyser et que le Comité exécutif puisse les étudier.
- Toutes les résolutions urgentes seront disponibles à la Plénière des résolutions ou, préalablement, sur le site Web de la FCM.

## 6. Proposition de modification de catégorie de résolution

- Si un délégué de la Conférence souhaite présenter un amendement à la catégorie d'une résolution; le président doit demander un proposeur et appuyeur suivit par un vote des deux tiers sur la re-catégorisation avant d'autoriser tout débat sur la résolution elle-même.

### ANNEXE A – CATÉGORISATION DES RÉSOLUTIONS

Les résolutions présentées à la FCM seront classées dans les catégories suivantes, chaque catégorie appelant un traitement différent.

#### **Catégorie « A » – Questions municipales-fédérales**

Cette catégorie regroupe les résolutions relatives à des enjeux qui n'ont pas été traités par la FCM au cours des trois années précédentes. Elles relèvent directement de la responsabilité ou des préoccupations des municipalités canadiennes, dépassent le niveau régional, en plus de faire partie des compétences du gouvernement fédéral. Les résolutions adoptées dans la catégorie « A » sont envoyées au ministre approprié, et servent à orienter les futures positions de principe de la FCM. **Les résolutions adoptées en tant que résolutions de catégorie « A » en désaccord, ne sont pas entérinées par la FCM et ne nécessitent pas de suivi.**

#### **Catégorie « B » – Questions ne relevant pas des compétences municipales ou fédérales**

Cette catégorie regroupe les résolutions ne relevant pas des responsabilités municipales. Aucune suite n'est donnée aux résolutions de la Catégorie « B ».

#### **Catégorie « C » – Questions concernant la FCM**

Cette catégorie regroupe des résolutions s'adressant aux membres de la FCM ou à la FCM en tant qu'organisation. Les résolutions adoptées dans cette catégorie sont envoyées au Comité exécutif pour qu'il les examine et décide de la suite à leur donner; le Comité exécutif fait aussi rapport au Conseil des progrès à cet égard.

#### **Catégorie « D » – Conforme à la politique actuelle de la FCM**

Cette catégorie regroupe les résolutions portant sur des enjeux abordés par la FCM au cours des trois années précédentes ou conformes aux politiques actuelles et aux priorités de représentation de la FCM. Ces résolutions sont reçues par le Conseil d'administration à titre d'information seulement. Le personnel de la FCM est autorisé à informer la municipalité parraine que sa résolution sera classée dans la catégorie « D » ou « E ».

#### **Catégorie « E » – Non conforme aux politiques actuelles de la FCM**

Cette catégorie regroupe les résolutions portant sur des enjeux abordés par la FCM au cours des trois années précédentes et qui ne sont pas conformes aux politiques actuelles ou aux priorités de représentation de la FCM. Ces résolutions sont présentées au Conseil d'administration à titre d'information seulement. Le personnel de la FCM est autorisé à informer la municipalité parraine que sa résolution sera classée dans la catégorie « D » ou « E ».

**Resolutions referred to the Annual Conference by the Board of Directors/  
Résolutions renvoyées au Congrès annuel par le conseil d'administration**

**1. Expand the Airports Capital Assistance Program**

**WHEREAS**, Airports play a fundamental role in opening up peripheral regions and in transporting goods and people, as well as providing emergency transportation;

**WHEREAS**, Airports contribute to the economic development of regions and dynamic use of land;

**WHEREAS**, Airport authorities are struggling to find the necessary funds to ensure that their facilities remain safe and secure, to maintain their equipment and ensure runways in good condition;

**WHEREAS**, The federal Airport Capital Assistance Program (ACAP) funds capital projects related to safety, airport property protection and operating cost reduction;

**WHEREAS**, ACAP is available only for airports that offer year-round commercial passenger service with a minimum of 1,000 passengers per year;

**WHEREAS**, Many airports do not meet the ACAP eligibility criteria as they do not offer regular services; and

**WHEREAS**, ACAP funding has been capped for several years; now therefore be it

**RESOLVED**, That FCM urge the federal government to extend eligibility for ACAP to all small airports, including those providing commercial passenger service to fewer than 1,000 passengers per year, and to increase funding available for the program.

*Union des municipalités du Québec*

---

**Background Research and Assessment:**

*Issue*

This resolution calls on FCM to urge the federal government to extend eligibility for the Airports Capital Assistance Program (ACAP) to all small airports, including those providing commercial passenger service to fewer than 1,000 passengers per year. It also calls on the federal government to increase the amount of annual funding available for the program.

*Background*

The federal Airports Capital Assistance Program (ACAP)

ACAP was created in conjunction with the National Airport Policy in 1994 to help eligible airports pay for capital projects to maintain and improve airport safety. ACAP funds capital projects that address one or more of the following priority areas: rehabilitation of airside facilities or purchase of equipment for aircraft rescue and firefighting, purchase of heavy mobile equipment, and improvements air terminal safety. Examples of ACAP-funded projects in 2018-2019 include:

rehabilitation of airside pavement, runway lighting and taxiways, and purchase of maintenance equipment, such as de-icers, snow blowers, plow trucks, friction testers and wildlife fencing.

Any owner or operator of an eligible airport may apply for funding. Airports are eligible to apply for ACAP funding if they offer year-round commercial passenger service with a minimum of 1,000 passengers per year, and serve less than 525,000 passengers per year. An exception to this rule is if the airport qualifies as remote under the National Airports Policy, in which case the 1,000 passenger per year minimum does not apply. The airports must not be owned by the Government of Canada and must meet all federal certification requirements.

ACAP has provided up to \$38 million per year to successful applicant airports since the program began in 1995. To date, Transport Canada reports having invested more than \$785.9 million for 904 projects at 182 airports through ACAP.

### *Analysis*

This resolution addresses an issue that is the direct concern of municipalities on a national level and falls within the jurisdiction of the federal government. Small airports play a critical role as part of regional transportation networks. They are also important for tourism and local economic development. Small and remote airports that do not have scheduled passenger service do not have the means to raise funds by taxing passengers, yet maintaining airport infrastructure is critical to the viability of the communities these airports serve. Given the lack of access to capital funding, such airports are also limited in their capacity to attract passenger service and thus generate revenue.

In May 2017, the *Union des municipalités du Québec* (UMQ) completed a comprehensive survey and [Financial Analysis of Capital Requirements of Airports in Quebec](#) (in French). Findings of the study, which looked at capital requirements for 136 airports in Quebec, concluded that an average investment of \$79.3 million per year over the next 5 years would be needed to support maintenance and development of Quebec's airports. The majority of required investments implicate airports operated by municipal and regional authorities. Additionally, the study also identifies several regional airports in Quebec – including those located within the communities of Saint-Anne-des-Monts, Rocher-Percé, and Saint-Georges – that are ineligible for funding due to existing ACAP passenger service requirements, making them responsible for financing their own infrastructure maintenance and expansion.

It should be noted that air travel results in higher GHG emissions per passenger-kilometer than car, bus or train travel. This is especially true for short-haul flights in smaller aircraft. FCM's Board of Directors has adopted policy supporting federal efforts to work with municipalities to reduce GHG emissions from the transportation sector ([Policy Statement on Climate Change](#)).

On January 31, 2019, the federal government announced that it was increasing the annual budget for ACAP from \$38 million to \$48.6 million, partly addressing one of the calls this resolution is making.

FCM has existing policy in support of this resolution through Section 2.2 of the [Policy Statement on Transportation](#), which calls on the federal government to 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. This resolution expands on FCM's existing policy by specifically calling for the 1,000 passenger per year eligibility threshold to be reassessed and modified.



*Recommendation*

**2019 MARCH BOARD RECOMMENDATION: Category A – Concurrence**

**2019 ANNUAL CONFERENCE DECISION:**

---

## 1. Élargir le Programme d'aide aux immobilisations aéroportuaires

**ATTENDU** que les aéroports jouent un rôle fondamental dans le désenclavement des régions périphériques, le transport des biens et des personnes ainsi que le transport d'urgence;

**ATTENDU** que les aéroports contribuent à la vitalité économique des régions et à l'occupation dynamique du territoire;

**ATTENDU** que les administrations aéroportuaires ont du mal à trouver les fonds nécessaires pour que leurs installations demeurent sécuritaires et sûres, et leurs équipements et pistes en bon état;

**ATTENDU** que le Programme d'aide aux immobilisations aéroportuaires (PAIA) du gouvernement fédéral finance les projets d'immobilisations liés à la sécurité, à la protection des biens aéroportuaires et à la réduction des coûts d'exploitation;

**ATTENDU** que le PAIA est disponible uniquement pour les aéroports qui offrent toute l'année un service de vols commerciaux de passagers, avec un minimum de 1 000 passagers par année;

**ATTENDU** que plusieurs aéroports ne remplissent pas les critères d'admissibilité du PAIA compte tenu qu'ils n'offrent pas de dessertes régulières;

**ATTENDU** que l'enveloppe budgétaire du PAIA est plafonnée depuis plusieurs années;

**IL EST RÉSOLU** que la FCM presse le gouvernement fédéral d'étendre l'admissibilité du PAIA à tous les petits aéroports, y compris à ceux qui fournissent un service de vols commerciaux à moins de 1 000 passagers par année, et d'augmenter l'enveloppe budgétaire du programme.

*Union des municipalités du Québec*

---

### Recherche et évaluation

#### *Enjeu*

La résolution presse la FCM de demander au gouvernement fédéral d'élargir l'admissibilité du Programme d'aide aux immobilisations aéroportuaires à tous les petits aéroports, y compris à ceux qui fournissent un service de vols commerciaux à moins de 1 000 passagers par année. Elle demande aussi au gouvernement fédéral d'augmenter l'enveloppe budgétaire du programme.

#### *Contexte*

#### Le Programme d'aide aux immobilisations aéroportuaires (PAIA) du gouvernement fédéral

Le PAIA a été créé conjointement avec la Politique nationale des aéroports en 1994 afin d'aider les aéroports admissibles à du financement à couvrir les coûts de projets d'immobilisations destinés à maintenir et à améliorer la sécurité de leurs installations. Le programme finance des projets d'immobilisations visant un ou plusieurs des domaines prioritaires suivants : la remise en état d'installations côté piste ou l'achat d'équipement de sauvetage et de lutte contre les incendies d'aéronefs, l'achat d'équipement mobile lourd, et l'amélioration de la sécurité dans les aérogares. Les projets financés par le PAIA en 2018-2019 ont notamment porté sur la réfection de la chaussée côté piste, du balisage lumineuse et des voies de circulation, et sur l'achat de matériel

d'entretien comme des dégivreurs, des souffleuses à neige, des camions chasse-neige, des systèmes de mesure du coefficient de frottement, et des clôtures de contrôle de la faune.

Tout propriétaire ou exploitant d'un aéroport admissible au programme peut soumettre une demande de financement. Pour être admissible au financement du PAIA, un aéroport doit fournir un service de vols commerciaux de passagers à un minimum de 1 000 passagers par année, mais ne doit pas servir plus de 525 000 passagers annuellement. Cette exigence minimale de 1 000 passagers par année ne s'applique pas aux aéroports que la Politique nationale des aéroports considère comme des aéroports éloignés. Finalement, les aéroports admissibles ne doivent pas être détenus par le gouvernement du Canada et doivent se conformer à toutes les exigences de certification fédérales.

Depuis le lancement du programme, en 1995, le PAIA a procuré annuellement jusqu'à 38 millions de dollars de financement aux aéroports qui ont été retenus. Jusqu'à ce jour, Transports Canada rapporte avoir investi par l'entremise du PAIA plus de 785,9 millions de dollars pour soutenir 904 projets entrepris dans 182 aéroports.

### *Analyse*

La présente résolution porte sur un enjeu qui touche directement des municipalités canadiennes à l'échelle nationale et qui relève des compétences du gouvernement fédéral. Les petits aéroports jouent un rôle crucial dans le fonctionnement des réseaux de transport régionaux. Ils sont également importants pour le tourisme et le développement économique local. Les petits aéroports éloignés sans service régulier de vols pour passagers ne peuvent compter sur les taxes d'aéroport pour augmenter leur financement, mais doivent tout de même maintenir la qualité de leurs infrastructures pour assurer la viabilité des collectivités qu'ils desservent. Le fait que ces aéroports peuvent difficilement accéder à du financement limite leur capacité à attirer des services de vols pour passagers et donc à générer des revenus.

L'Union des municipalités du Québec (UMQ) a mené un sondage détaillé et présenté en mai 2017 un rapport intitulé [Analyse financière des besoins en immobilisations des aéroports du Québec](#). Cette étude a examiné les besoins en immobilisations de 136 aéroports au Québec et conclu que des investissements annuels de 79,3 millions de dollars pendant cinq ans seraient nécessaires pour assurer l'entretien et le développement des aéroports du Québec. La plupart des investissements requis visent des aéroports exploités par des autorités régionales ou municipales. De plus, l'étude fait état de plusieurs aéroports régionaux au Québec – notamment ceux des municipalités de Sainte-Anne-des-Monts, Rocher-Percé et Saint-Georges – qui sont inadmissibles au financement du PAIA à cause des exigences du programme relativement aux services de vols pour passagers, ce qui les force à devoir financer eux-mêmes leur entretien et leur développement.

Il faut noter que le transport aérien produit plus d'émissions de GES par passager-kilomètre que le transport par voiture, autobus ou train. Et cela est particulièrement vrai pour les vols à courte distance réalisés avec de petits aéronefs. Le conseil d'administration de la FCM a adopté des politiques soutenant les efforts fédéraux pour collaborer avec les municipalités afin de réduire les émissions de GES du secteur des transports (voir [l'Énoncé de politique de la FCM sur les changements climatiques](#)).

Le 31 janvier 2019, le gouvernement fédéral a annoncé que le budget annuel du PAIA passerait de 38 à 48,6 millions de dollars, répondant ainsi partiellement à l'une des demandes de la présente résolution.

L'article 2.3 de [l'Énoncé de politique de la FCM sur les transports](#) soutient la présente résolution. Il demande au gouvernement fédéral de s'assurer que les petits aéroports et les aéroports du Réseau national d'aéroports sont admissibles au financement par l'entremise du Programme d'aide aux immobilisations aéroportuaires ou d'autres programmes de financement fédéraux. La présente résolution va plus loin que cette politique de la FCM en demandant que le critère d'admissibilité des 1 000 passagers soit réexaminé afin de modifier le seuil d'admissibilité du programme.

*Recommandation*

***RECOMMANDATION DU CONSEIL DE MARS 2019 : Catégorie A – En accord***

***DÉCISION AU CONGRÈS ANNUEL DE 2019 :***

---

## 2. Gender-based Violence

**WHEREAS**, Every six days in Canada a woman is killed by her intimate partner;

**WHEREAS**, One in five women experience some form of abuse in their intimate relationship;

**WHEREAS**, The majority of victims of spousal abuse are female, accounting for 83% of all victims;

**WHEREAS**, Every year in Canada 362,000 children witness or experience family violence;

**WHEREAS**, Gender based violence affects every community across Canada;

**WHEREAS**, The cost of violence against women costs the national justice system, social assistance budgets and municipal budgets millions of dollars per year;

**WHEREAS**, In the 2018 federal budget, the Government of Canada announced a national strategy for response to gender-based violence (GBV) that includes funding of \$86 million over five years, focusing on prevention, support for survivors and their families, and promotion of responsive legal and justice systems;

**WHEREAS**, Municipalities are on the front lines in addressing gender-based violence in our communities and therefore are in a position to offer insights on the needs and possible directions for the federal funding; therefore be it

**RESOLVED**, That FCM endorse in principle the federal government's national strategy to address gender-based violence; and be it further

**RESOLVED**, That FCM advocate with the federal government for municipalities to be consulted on how the strategy and the funding is implemented.

*City of Edmonton, AB*

---

### **Background Research and Assessment:**

#### *Issue*

This resolution calls on FCM to endorse, in principle, the federal government's national strategy to address gender-based violence (GBV) and to advocate for municipal involvement in the implementation of the strategy, including funding decisions.

#### *Background*

In 2016, the federal government undertook consultations with stakeholders – including provincial-territorial governments, academia and civil society – to find ways to address the issue of gender-based violence in Canada. Findings of the engagement process were used to inform development of a strategy to prevent and address GBV, including suggested roles for the federal government. [National Strategy to Prevent and Address Gender-Based Violence](#)

In June 2017, the federal government announced its national strategy to address GBV. The strategy – called [It's Time: Canada's Strategy to Prevent and Address Gender-Based Violence](#) – builds on current federal initiatives, coordinates existing programs and lays the foundation for greater action on GBV.

The Strategy is based on three pillars:

- Prevention;
- Support for survivors and their families; and
- Promotion of responsive legal and justice systems.

The strategy aims to fill gaps in support for diverse populations, which could include: women and girls, Indigenous Peoples, LGBTQ2 community members, gender non-binary individuals, those living in northern, rural, and remote communities, people with disabilities, newcomers, children and youth, and seniors.

### Funding Allocation

The strategy proposes a whole-of-government approach to prevent and address GBV, with investments across multiple departments and agencies, including: Status of Women Canada; the Public Health Agency of Canada; Public Safety Canada; the Department of National Defence; the Royal Canadian Mounted Police; and Immigration, Refugees and Citizenship Canada. Funding is allocated to support initiatives being undertaken by each of these agencies (further details can be found [here](#)).

Budget 2017 included \$100.9 million over five years, and \$20.7 million per year ongoing, to support the implementation of the GBV Strategy. This will include the creation of the GBV Knowledge Centre within Status of Women Canada. The Knowledge Centre will better align existing resources across government and support the development and sharing of research and data to enable more coordinated, evidence-based action on GBV.

Budget 2018 proposed an additional \$86 million over five years, starting in 2018-19, and \$20.0 million per year ongoing, to expand the Strategy. New investments will focus on preventing teen dating violence, cyberbullying, enhancing victim-care services, and investigative capacity of the RCMP. Budget 2018 also proposed an expansion of the [RCMP Sexual Assault Review](#) and establishment of a national framework to address GBV in post-secondary institutions.

Budget 2019 proposes additional measures to address GBV, including a whole-of-government strategy to combat human trafficking, legislative amendments for increased access to family justice, and enhancements to the federal [Women's Program](#) to advance gender equality, which includes support for projects that will address GBV.

### *Analysis*

This resolution addresses an issue that is a direct concern of municipalities at a national level and falls within the jurisdiction of the federal government. GBV affects communities in all parts of Canada and has financial impacts on social assistance, policing, local support services and municipal budgets. GBV can also pose unique challenges for rural communities as availability and cost of transportation can create additional barriers to timely access of victim support services.

Municipalities are on the front lines of addressing gender-based violence in communities. Examples of municipally-led initiatives and policies that address GBV include: Vancouver, BC – [Women's Equity Strategy](#) (2018), Edmonton, AB – [Gender Based Violence and Sexual Assault Prevention Initiative](#) (2015), Toronto, ON – [Action on Intimate Partner Violence against Women](#) (2015), and Winnipeg, MB – [Winnipeg Safe City: Working for a City Free from Violence Against Women and Girls](#) (2013).

Given their experience and involvement in community-led initiatives aimed at combatting GBV and the impacts on the frontlines, municipalities would be able to offer insights on local needs and possible directions for the federal funding, including how to maximize these benefits for communities.

FCM has not previously adopted policy in support of a national strategy to address GBV, however has a number of related policies:

- In §1.1 of the [Policy Statement on Crime Prevention](#), FCM has standing policy that endorses the United Nations Economic and Social Council's (ECOSOC) Guidelines for the Prevention of Crime, which encourage crime prevention through social development. These guidelines are grounded in a number of international standards and norms, including the U.N. Declaration on Elimination of Violence against Women, which specifically targets GBV against women.
- Additionally, §2.1 of the [Policy Statement on Crime Prevention](#), FCM policy states that FCM will continue to work with key partners and stakeholder to provide constructive and actionable recommendations to the federal government on how to reduce crime and victimization and share knowledge and experience that can help municipalities effectively prevent crime.

This resolution is consistent with these past policies and interventions.

*Recommendation*

**2019 MARCH BOARD RECOMMENDATION: Category A – Concurrence**

**2019 ANNUAL CONFERENCE DECISION:**

---

## **2. La violence fondée sur le sexe**

**ATTENDU** que tous les six jours, au Canada, une femme se fait tuer par son partenaire intime;

**ATTENDU** qu'une femme sur cinq subit des mauvais traitements sexuels ou physiques au cours d'une relation intime;

**ATTENDU** que la majorité des victimes de violence conjugale sont des femmes, qui représentent 83 % de l'ensemble de victimes;

**ATTENDU** que chaque année, au Canada, 362 000 enfants sont témoins ou victimes de violence familiale;

**ATTENDU** que la violence fondée sur le sexe touche l'ensemble des collectivités du Canada;

**ATTENDU** que la violence envers les femmes entraîne pour le système national de justice, les budgets d'aide sociale et les budgets municipaux des coûts se chiffrant en millions de dollars;

**ATTENDU** que pour répondre au problème de violence fondée sur le sexe (VFS), le gouvernement du Canada a annoncé dans le budget fédéral 2018 la mise en place d'une stratégie nationale comportant un financement de 86 millions de dollars sur cinq ans, des initiatives de prévention, des mesures de soutien aux survivants et à leur famille, et la promotion d'un système juridique et judiciaire réactif;

**ATTENDU** que les municipalités sont aux premières lignes de la réponse à la violence fondée sur le sexe dans nos collectivités et qu'elles sont donc en mesure de fournir des pistes pour que le financement fédéral réponde aux besoins liés à ce problème;

**IL EST RÉSOLU** que la FCM approuve en principe la stratégie nationale du gouvernement fédéral pour prévenir et contrer la violence fondée sur le sexe;

**IL EST EN OUTRE RÉSOLU** que la FCM presse le gouvernement fédéral de consulter les municipalités afin de déterminer comment mettre en œuvre cette stratégie et accorder le financement qui s'y rattache.

*Ville d'Edmonton (Alb.)*

---

### **Recherche et évaluation**

#### *Enjeu*

La présente résolution demande à la FCM d'approuver en principe la stratégie nationale du gouvernement fédéral pour prévenir et contrer la violence fondée sur le sexe (VFS) et de plaider en faveur d'une participation municipale à la mise en œuvre de la stratégie, y compris sur les décisions relatives au financement.

#### *Contexte*

En 2016, le gouvernement fédéral a entrepris des consultations avec des parties prenantes – notamment les gouvernements provinciaux et territoriaux, le milieu universitaire et la société civile – pour déterminer comment faire face au problème de la violence fondée sur le sexe au Canada. Les constatations issues de ce processus d'engagement ont été utilisées pour orienter



l'élaboration d'une stratégie pour prévenir et contrer la VFS, et elles ont aidé à déterminer le rôle du gouvernement fédéral dans la réponse à ce problème.

### Une stratégie nationale pour prévenir et contrer la violence fondée sur le sexe

En juin 2017, le gouvernement fédéral a annoncé la mise en place d'une stratégie nationale pour faire face à la VFS. La stratégie, intitulée [Il est temps : Stratégie du Canada pour prévenir et contrer la violence fondée sur le sexe](#), s'inscrit dans la foulée des initiatives fédérales en cours en coordonnant les programmes existants et en posant les bases d'un train de mesures de plus grande envergure contre la VFS.

La stratégie repose sur trois piliers :

- la prévention
- le soutien aux personnes survivantes et à leur famille
- la réactivité du système juridique et judiciaire aux besoins

La stratégie vise à combler des lacunes dans le soutien actuellement offert à des populations hétérogènes, dont les femmes et les filles, les Autochtones, les personnes allosexuelles, les populations des régions rurales, nordiques ou éloignées, les personnes handicapées, les nouvelles arrivantes et nouveaux arrivants, les enfants et les jeunes, ainsi que les personnes âgées.

### Affectations de fonds

La stratégie propose une approche pangouvernementale pour prévenir et contrer la VFS et elle compte sur de nouveaux investissements provenant de nombreux ministères et organismes fédéraux, notamment : Condition féminine Canada; l'Agence de la santé publique du Canada; Sécurité publique Canada; la Défense nationale; la Gendarmerie royale du Canada; et Immigration, Réfugiés et Citoyenneté Canada. Des fonds seront affectés pour soutenir les initiatives lancées par chacun de ces ministères ou organismes (des détails sont accessibles [ici](#)). Le budget 2017 inclut un financement de 100,9 millions de dollars sur cinq ans et de 20,7 millions de dollars annuellement par la suite afin de soutenir la mise en œuvre de la stratégie. Cela comprendra la création d'un centre du savoir sur la violence fondée sur le sexe à Condition féminine Canada afin d'harmoniser les ressources gouvernementales et de faciliter la diffusion des connaissances et le développement de la recherche sur la VFS.

Le budget de 2018 propose de fournir 86 millions de dollars supplémentaires sur cinq ans, à compter de 2018-2019, et 20 millions de dollars par an par la suite, afin d'élargir la stratégie. Les nouveaux investissements viseront notamment les objectifs suivants : prévenir la violence dans les fréquentations amoureuses à l'adolescence et la cyberintimidation, améliorer les soins prodigués aux victimes, et renforcer les moyens d'enquête de la GRC. Le budget 2018 proposait aussi d'élargir [le projet d'examen des plaintes d'agression sexuelle de la GRC](#) et d'établir un cadre national de lutte contre la violence fondée sur le sexe à l'intention des établissements d'enseignement postsecondaire.

Le budget de 2019 propose des mesures supplémentaires pour lutter contre la violence fondée sur le sexe, comme une stratégie pangouvernementale pour combattre le trafic humain, des modifications législatives pour améliorer l'accès à la justice familiale, et des améliorations au [Programme de promotion de la femme](#) afin de faire progresser l'égalité des sexes, dont un soutien aux projets s'attaquant à la violence fondée sur le sexe.

### *Analyse*

La résolution s'attaque à un enjeu qui préoccupe directement les municipalités à l'échelle nationale et qui relève de la compétence du gouvernement fédéral. La VFS touche l'ensemble des collectivités au Canada et a des incidences financières sur les services d'aide sociale, de police et de soutien local, ainsi que sur les budgets municipaux. Elle pose également des défis particuliers aux municipalités rurales, où l'accessibilité au transport et son coût peuvent constituer des obstacles supplémentaires à l'obtention de services de soutien en temps opportun.

Les municipalités sont aux premières lignes de la réponse à la violence fondée sur le sexe dans les collectivités. Parmi les exemples d'initiatives et de politiques menées par des municipalités pour contrer la VFS, notons la [Women's Equity Strategy](#) (2018) de Vancouver (C.-B.), la [Gender Based Violence and Sexual Assault Prevention Initiative](#) (2015) d'Edmonton (Alb.), l'[Action on Intimate Partner Violence against Women](#) (2015) de Toronto (Ont.), et l'initiative [Winnipeg Safe City: Working for a City Free from Violence Against Women and Girls](#) (2013) de Winnipeg (Man.).

Étant donné l'engagement qu'elles ont démontré et l'expérience de première ligne qu'elles ont acquise en participant à des initiatives communautaires pour contrer la VFS, les municipalités sont en mesure d'offrir un éclairage sur les besoins locaux et les possibilités de financement du gouvernement fédéral, entre autres pour maximiser les avantages procurés aux collectivités.

La FCM n'a pas précédemment adopté de politique pour soutenir une stratégie nationale visant à s'attaquer à la VFS, mais elle applique un certain nombre de politiques connexes :

- Comme l'énonce l'article 1.1 de son [énoncé de politique en matière de prévention de la criminalité](#), la FCM appuie les lignes directrices du Conseil économique et social des Nations Unies en matière de prévention de la criminalité, selon lesquelles la prévention passe par le développement social. Ces lignes directrices reposent sur plusieurs normes et conventions internationales, notamment la Déclaration sur l'élimination de la violence à l'égard des femmes, qui a été adoptée par l'ONU et vise la VFS touchant les femmes.
- Également, comme l'énonce l'article 2.1 de son [énoncé de politique en matière de prévention de la criminalité](#), la FCM continuera de travailler avec ses partenaires et intervenants clés à l'élaboration de recommandations constructives et applicables à l'intention du gouvernement fédéral et visant à réduire la criminalité et le nombre de victimes, et aussi de partager les connaissances et l'expérience dont elle dispose qui sont susceptibles d'aider les municipalités à réduire la criminalité.

La présente résolution est conforme à ces politiques ou interventions précédentes.

*Recommandation*

**RECOMMANDATION DU CONSEIL DE MARS 2019 : Catégorie A – En accord**

**DÉCISION AU CONGRÈS ANNUEL DE 2019 :**

---

## **Emergency Resolutions / Résolutions urgentes**

### **3. Federal Climate Change Adaptation Funding and Support for Regional Disaster Mitigation and Flood Planning**

**WHEREAS**, the City of Gatineau is particularly impacted by the effects of extreme weather events, including major floods in 2017 and 2019, a tornado in 2018 and more frequent heavy rainfalls;

**WHEREAS**, a recent report released by Environment and Climate Change Canada found that Canada has and will continue to warm, on average, twice as much as the rest of the world, and the effects of this warming are already being experienced by Canadian municipalities; and

**WHEREAS**, a recent study commissioned by the Union of Quebec Municipalities found that the cost of adapting to climate change for Quebec municipalities could hit \$4 billion over the next five years; and

**WHEREAS**, the Insurance Bureau of Canada reported that in 2018 insured damage for severe weather events across Canada reached \$1.9 billion, and while this figure represents the fourth highest amount of losses on record, the losses in 2018 were caused not by any single large event but by the culmination of many smaller disaster events; and

**WHEREAS**, investing in disaster mitigation and climate change adaptation infrastructure has been demonstrated to not only increase the resiliency of communities but also reduce the economic losses associated with extreme weather events; and

**WHEREAS**, the majority of federal funding programs for disaster mitigation and climate change adaptation (e.g. National Disaster Mitigation Program, Municipalities for Climate Innovation Program, Disaster Mitigation and Adaptation Fund) are fully subscribed and/or nearing completion; and

**WHEREAS**, increasing community resilience through disaster mitigation and climate change adaptation cannot be successfully achieved without collaboration between multiple stakeholders, including federal, provincial and municipal governments, private landowners, residents, First Nations, and businesses, and there is a need to ensure that future funding for disaster mitigation and adaptation encourages a regional, multi-stakeholder approach; therefore be it

**RESOLVED**, that FCM call on the Government of Canada to provide predictable, flexible, long-term infrastructure funding to help municipalities reduce disaster risk and adapt to climate change, with funding levels based on the latest assessments of the impact of climate change and the cost of adapting municipal infrastructure; and be it further

**RESOLVED**, that FCM call on the Government of Canada to ensure that future investments in disaster mitigation and climate change adaptation support a regional approach where costs and benefits are shared between all orders of government; and be it further

**RESOLVED**, That FCM call on the Government of Canada to provide support for regional climate risk assessments and disaster risk reduction plans, including watershed-level flood mitigation plans.

*City of Gatineau, Quebec*

---

## **Background Research and Assessment:**

### Issue

This resolution calls on FCM to advocate for greater support and investment in long-term infrastructure funding through a regional approach to disaster mitigation and climate change adaptation.

### Background

In September 2018, the Standing Committee on Environmental Issues and Sustainable Development [approved](#) “federal investment in disaster mitigation and climate change adaptation infrastructure” as a 2019 federal election priority.

FCM’s [Policy Statement on Climate Change](#) states: 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.

### Analysis

A recent report from Environment and Climate Change Canada found that, on average, Canada is warming at twice the rate as the rest of the world and climate impacts are already being felt, particularly in our northern regions. Flooding continues to be one of the most frequent and costliest natural disasters in Canada. A 2016 report by the Parliamentary Budget Officer estimated that from 2016-2021, flooding alone would account for 70% of federal Disaster Financial Assistance Arrangement (DFAA) payments, costing the federal government an estimated \$673 million per year. The same report pointed to a lack of coordination between levels of government and recommended regional planning at the watershed level to mitigate flood risk over time.

The cost for municipalities to adapt to the impacts of climate change will be high. A recent report from Groupe AGÉCO estimates that the cost to adapt to climate change impacts in Quebec could be as high as \$4 billion over the next 5 years. However, it has been demonstrated that investing in mitigation/prevention projects has a high return on investment: every dollar spent on mitigation saves \$6 in damages. Natural infrastructure, in particular, can provide significant and cost-effective disaster mitigation benefits: natural wetlands in southern Ontario, for example, have been shown to reduce flood damage costs by up to 30%-40%. Natural infrastructure, however, does not abide by jurisdictional boundaries and requires a regional approach to planning and management.

According to early results of FCM’s Municipalities for Climate Innovation Program (MCIP), many municipalities are in the very early stages of planning for climate change adaptation. Therefore, while it is critical to invest in disaster mitigation and adaptation infrastructure, it will also be critical to invest in the development of regional planning approaches and frameworks to ensure investments are integrated and effective. The addition of a regional planning approach to disaster mitigation and climate change adaptation aligns well with overall FCM policy and supports more effective investments by the federal government.

### Recommendation

**2019 APRIL EXECUTIVE COMMITTEE RECOMMENDATION: Category A – Concurrence**

**2019 ANNUAL CONFERENCE DECISION:**

---

### **3. Fonds fédéraux pour l'atténuation des catastrophes et soutien aux plans régionaux de mesures d'urgence en cas d'inondations**

**ATTENDU** que la Ville de Gatineau est particulièrement frappée par les impacts de phénomènes météorologiques extrêmes, incluant les inondations majeures en 2017 et en 2019, une tornade en 2018 et plusieurs épisodes de pluies diluviennes;

**ATTENDU** qu'un récent rapport publié par Environnement et Changement climatique Canada a constaté que le climat canadien s'est réchauffé et continuera de se réchauffer à un taux deux fois plus élevé en moyenne que celui constaté prévalant au monde et que les effets de ce réchauffement se font déjà sentir dans les municipalités canadiennes;

**ATTENDU** qu'une récente étude commandée par l'Union des municipalités du Québec a constaté que l'adaptation aux changements climatiques pourrait nécessiter des coûts de 4 milliards de dollars pour les municipalités québécoises au cours des cinq prochaines années;

**ATTENDU** que le Bureau d'assurance du Canada a fait état de dommages assurés de 1,9 milliard de dollars attribuables aux conditions météorologiques extrêmes dans l'ensemble du Canada en 2018, ce qui est la quatrième plus importante perte jamais enregistrée, et cela même si celle-ci n'a pas été causée par un seul grave événement, mais par l'accumulation de nombreuses catastrophes d'envergure restreinte;

**ATTENDU** qu'il a été démontré que les investissements dans les infrastructures visant à atténuer les catastrophes et à s'adapter aux changements climatiques améliorent non seulement la résilience des collectivités, mais réduisent également les pertes économiques découlant des conditions météorologiques extrêmes;

**ATTENDU** que la plupart des programmes fédéraux de financement des mesures d'atténuation des catastrophes et d'adaptation climatique (p.ex. le Programme national d'atténuation des catastrophes, le programme Municipalités pour l'innovation climatique, le Fonds d'atténuation et d'adaptation en matière de catastrophes) ne peuvent plus accepter de nouvelles demandes ou sont sur le point de se terminer;

**ATTENDU** qu'il n'est pas possible d'accroître efficacement la résilience des collectivités par des mesures d'atténuation des catastrophes et d'adaptation climatique sans la collaboration de nombreux intervenants, c'est-à-dire le gouvernement fédéral et les gouvernements provinciaux et municipaux, les propriétaires fonciers privés, les résidents, les Premières Nations et les entreprises, et qu'il est nécessaire de veiller à ce que tout nouveau financement de mesures d'atténuation des catastrophes et d'adaptation climatique favorise des démarches régionales regroupant un éventail d'intervenants; et pour ces motifs, il est

**RÉSOLU** que la FCM demande au gouvernement du Canada d'accorder aux municipalités des fonds prévisibles et de longue durée pour les infrastructures afin de les aider à réduire les risques de catastrophes et à s'adapter aux changements climatiques, et de se baser, pour l'établissement de ces fonds, sur les plus récentes évaluations des effets des changements climatiques et des coûts d'adaptation des infrastructures municipales; et il est en outre

**RÉSOLU** que la FCM demande au gouvernement du Canada de veiller à ce que les nouveaux investissements dans l'atténuation des catastrophes et l'adaptation climatique soutiennent les démarches régionales, afin que non seulement l'évaluation des risques, mais aussi celle des coûts, des avantages et la gestion des activités d'atténuation des catastrophes et d'adaptation soient partagées entre tous les ordres de gouvernement; et il est en outre

**RÉSOLU** que la FCM demande au gouvernement du Canada de soutenir les évaluations régionales des risques climatiques et les plans de réduction des risques de catastrophes, y compris les plans d'atténuation des inondations des bassins hydrographiques.

*Ville de Gatineau (Québec)*

---

## **Recherche et évaluation**

### Enjeu

Dans la présente résolution, on demande à la FCM de plaider en faveur d'un investissement accru dans le financement à long terme des infrastructures dans le cadre d'une approche régionale en matière d'atténuation des catastrophes et d'adaptation aux changements climatiques.

### Contexte

En septembre 2018, le comité permanent des questions environnementales et du développement durable a [approuvé](#) la recommandation selon laquelle les investissements fédéraux dans les infrastructures destinées à atténuer les catastrophes et à favoriser l'adaptation aux changements climatiques devraient être une priorité du gouvernement fédéral en vue des élections 2019.

L'[Énoncé de politique de la FCM sur les changements climatiques](#) indique : Le gouvernement fédéral devrait soutenir les gouvernements municipaux dans la construction et la modernisation d'infrastructures mieux adaptées aux changements climatiques, au moyen d'investissements soutenus et prévisibles, idéalement selon un modèle de financement fondé sur des affectations de fonds.

### Analyse

Un récent rapport d'Environnement et Changement climatique Canada a révélé que de façon générale le climat du Canada se réchauffait deux fois plus rapidement que celui des autres pays du monde, et que les répercussions des changements climatiques se faisaient déjà sentir au pays, plus particulièrement dans les régions nordiques. Les inondations continuent d'être l'une des catastrophes naturelles les plus fréquentes et les plus coûteuses au Canada. Dans son rapport de 2016, le directeur parlementaire du budget prévoyait que de 2016 à 2021, 70 % de l'aide accordée dans le cadre des Accords d'aide financière en cas de catastrophe (AAFC) serait liée aux inondations, ce qui représentera des coûts évalués à 673 millions de dollars par année pour le gouvernement fédéral. Dans le même rapport, on faisait état du manque de coordination entre les différents ordres de gouvernement, et on recommandait une planification régionale de la gestion des bassins hydrographiques afin d'atténuer les risques d'inondation dans l'avenir.

Le coût de l'adaptation aux impacts des changements climatiques sera élevé pour les municipalités. Un rapport récent du Groupe AGÉCO estime que le coût de l'adaptation aux effets des changements climatiques pourrait s'élever pour le Québec à 4 milliards de dollars au cours des cinq prochaines années. Cependant, il a été démontré que les investissements dans les projets d'atténuation et de prévention des catastrophes comportaient un excellent rendement, puisque chaque dollar dépensé pour ce type de projets permettait d'économiser 6 dollars en compensation des dommages. L'infrastructure naturelle en particulier peut offrir des avantages considérables et rentables sur le plan de l'atténuation des catastrophes : par exemple, il a été démontré que les milieux humides naturels du sud de l'Ontario avaient permis de réduire de 30 à 40 % les coûts des dommages causés par les inondations. Toutefois, étant donné que

l'infrastructure naturelle échappe aux limites territoriales des municipalités, il faut une approche régionale en matière de planification et de gestion.

Les premiers résultats du programme Municipalités pour l'innovation climatique révèlent que de nombreuses municipalités en sont aux toutes premières étapes de leur planification en matière d'adaptation aux changements climatiques. Par conséquent, bien qu'il soit essentiel d'investir dans les mesures d'atténuation des catastrophes et d'adaptation des infrastructures, il le sera tout autant d'investir dans le développement d'approches et de cadres de planification régionale. L'ajout d'une approche régionale de la planification de l'adaptation aux changements climatiques et de l'atténuation des catastrophes cadre bien avec les politiques globales de la FCM et devrait soutenir plus efficacement les investissements consentis par le gouvernement fédéral.

#### Recommandation

**RECOMMANDATION DU COMITÉ EXÉCUTIF AVRIL 2019: Catégorie A – En accord**

***DÉCISION DU CONGRÈS ANNUEL 2019 :***

---

#### 4. Municipal Engagement in the Canadian Broadband Strategy

**WHEREAS** FCM has been calling on the federal government to create an ambitious, long-term national broadband strategy with clear targets; long-term, predictable funding; and an emphasis on affordability;

**WHEREAS** in October 2018, federal, provincial and territorial ministers agreed to developing a long-term strategy to improve access to high-speed Internet services for all Canadians;

**WHEREAS** Budget 2019 made significant commitments to funding broadband infrastructure for rural, remote and northern communities;

**WHEREAS** reevaluating targets for fixed and mobile broadband on a regular basis will ensure that rural communities do not fall behind in the development of new technologies, or suffer from a loss of access or decrease in quality of services;

**WHEREAS** municipalities have on-the-ground knowledge with respect to the challenges their communities face in accessing broadband and as such can provide important input into data collection and can leverage their expertise to support the achievement of the objectives of the Canadian Broadband Strategy; therefore be it

**RESOLVED** that FCM urge the federal government to engage municipalities in the development of the Canadian broadband strategy and in the design and eligibility criteria of the new federal broadband fund; and be it further

**RESOVLED** that FCM encourage the federal government to include considerations for evolving speed targets in the Canadian broadband strategy; and be it further

**RESOLVED** that FCM encourage the Canadian Infrastructure Bank to engage with municipalities so that projects that have demonstrated engagement with local governments and that consider local needs are prioritized.

*Association of Yukon Communities, YK*

---

#### **Background Research and Assessment:**

##### Issue

FCM has long advocated for increased federal involvement in developing the telecommunications infrastructure that is critical to the social, cultural and economic vibrancy of Canada's rural, northern and remote communities. FCM welcomed the unprecedented investment committed in Budget 2019 to developing Canada's broadband infrastructure; however, municipalities need to be engaged in the development of a National Broadband Strategy. Moreover, FCM's work must continue in order to ensure the federal investments prioritize affordability and monitor evolving speed and service needs. Budget 2019 also anticipated \$1 billion of investment in broadband through the Canadian Infrastructure Bank. It will be important to monitor the roll-out of these funds through the Bank to ensure local needs are being met.

##### Background

At the [September 2018 Board of Directors](#) meeting, the Board adopted policy on a National Broadband Strategy and adopted "FCM's Rural Broadband Strategy" as a 2018-2019 priority for



the Rural Forum. FCM's policy on broadband will be priority of the 2019 platform development process. Given the recognized importance of this issue politically, staff committed to working to ensure that all parties are aware of FCM's policy recommendations on the broadband file in advance of the next federal election in an effort to secure pledges for significant new investments in rural broadband.

In January 2019, the federal government created a new ministerial portfolio: rural economic development. The new Minister, Bernadette Jordan, has a mandate to focus on improving rural broadband internet.

### Analysis

Since 2009, the federal government has made commitments to closing the broadband gap in Canada; however, greater federal action and national oversight has been needed to ensure Canadians in rural, remote and northern communities across the country have adequate access to broadband services. The federal government's commitment in 2018 to developing a long-term strategy with provincial and territorial ministers is a positive step to improving access to high-speed Internet services. It will be important for municipalities to be engaged in the development and implementation of this strategy to ensure that local needs are considered. Furthermore, in order to ensure that Canada's broadband targets reflect present realities, 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.

In anticipation of the upcoming federal election, there is a critical opportunity to communicate to each of the federal parties and influence their election platforms. In September 2018, the Board approved Rural Broadband as one of FCM's election priorities. Adopting more detailed recommendations to the federal government on the development of rural broadband and a national strategy will help draw attention to this FCM priority. Furthermore, with the appointment of the new federal Minister for Rural Economic Development, it would be timely to have detailed policy specific to municipal engagement in the Canadian broadband strategy in order to further our discussions with the minister's office.

### Recommendation

**2019 APRIL EXECUTIVE COMMITTEE RECOMMENDATION: Category A – Concurrence**

**2019 ANNUAL CONFERENCE DECISION:**

---

#### **4. Participation des municipalités à la stratégie canadienne de connectivité à large bande**

**ATTENDU** que la FCM a réclamé du gouvernement fédéral l'élaboration d'une stratégie nationale ambitieuse et à long terme dotée de cibles claires, d'un financement prévisible à long terme et d'une orientation visant un service abordable;

**ATTENDU** que, en octobre 2018, les ministres du Canada, des provinces et des territoires se sont entendus sur l'élaboration d'une stratégie à long terme visant l'amélioration de l'accès de tous les Canadiens à des services Internet à haute vitesse;

**ATTENDU** que le budget fédéral de 2019 comporte des engagements importants en matière de financement des infrastructures de connectivité à large bande pour les collectivités rurales, éloignées et nordiques;

**ATTENDU** que la réévaluation périodique des objectifs de connectivité imposés aux réseaux fixes et mobiles évitera aux collectivités rurales d'être en retard sur l'évolution des technologies, de subir des pertes d'accès ou de connaître une diminution de la qualité des services;

**ATTENDU** que les municipalités connaissent intimement et en détail les problèmes de leurs collectivités en matière de connectivité à large bande et qu'elles peuvent contribuer avantageusement à la collecte de données, ainsi que mettre à profit leur expertise en vue de l'atteinte des objectifs de la stratégie canadienne de connectivité à large bande et pour ces motifs, il est

**RÉSOLU** que la FCM presse le gouvernement fédéral de faire participer les municipalités à l'élaboration de la stratégie canadienne de connectivité à large bande et à la conception du nouveau fonds fédéral destiné à cette fin, ainsi qu'à l'établissement de ses critères d'admissibilité et il est en outre

**RÉSOLU** que la FCM encourage le gouvernement fédéral à intégrer des règles sur l'évolution des cibles de vitesse à la stratégie canadienne de connectivité à large bande et il est en outre

**RÉSOLU** que la FCM encourage la Banque de l'infrastructure du Canada collabore avec les municipalités pour s'assurer d'accorder la priorité aux projets qui ont obtenu l'aval des gouvernements municipaux et qui tiennent compte des besoins locaux.

*Association of Yukon Communities, YK*

---

## **Recherche et évaluation**

### Enjeu

Depuis des années, la FCM presse le gouvernement fédéral de contribuer davantage au développement des infrastructures de télécommunications, dont l'importance est cruciale pour la vie sociale, culturelle et économique des collectivités rurales, nordiques et éloignées du Canada. La FCM a bien accueilli l'investissement sans précédent annoncé dans le budget fédéral de 2019 pour l'amélioration de l'infrastructure canadienne de connectivité à large bande. Il importe cependant que les municipalités participent à l'élaboration de la stratégie nationale de connectivité à large bande. En outre, la FCM doit poursuivre ses efforts pour s'assurer que les investissements fédéraux accordent la priorité au caractère abordable du service Internet et qu'un suivi soit effectué sur l'évolution de la vitesse de la connectivité et des besoins de ses usagers.

Le budget fédéral de 2019 a aussi prévu des investissements d'un milliard de dollars dans l'infrastructure de connectivité à large bande par l'entremise de la Banque de l'infrastructure du Canada. Il sera essentiel de surveiller le déploiement de ces investissements par la Banque de l'infrastructure du Canada afin de vérifier si les besoins locaux sont bien comblés.

### Contexte

À sa réunion de septembre 2018, le conseil d'administration de la FCM a adopté une politique relative à la stratégie nationale de connectivité à large bande et a fait de la Stratégie de la FCM en matière de connectivité à large bande en région rurale l'une des priorités du Forum rural pour l'exercice 2018-2019. La politique de la FCM relative à la connectivité à large bande sera l'une des priorités dans l'élaboration de son programme pour les élections de 2019. Compte tenu de l'importance politique reconnue de cet enjeu, le personnel s'est engagé à faire en sorte que tous les partis fédéraux connaissent les recommandations de la politique de la FCM en matière de connectivité à large bande avant la tenue des élections fédérales, de manière à obtenir des promesses de nouveaux investissements majeurs pour améliorer le service Internet en région rurale.

En janvier 2019, le gouvernement fédéral a créé un nouveau portefeuille ministériel, celui du développement économique rural. La nouvelle ministre, Bernadette Jordan, a pour mandat de concentrer ses efforts sur l'amélioration du service Internet en région rurale.

### Analyse

Depuis 2009, le gouvernement fédéral a pris des engagements pour combler le fossé numérique au Canada. Des mesures fédérales plus poussées et un contrôle national accru sont cependant nécessaires pour veiller à ce que les Canadiens vivant dans les collectivités rurales, nordiques et éloignées partout au pays aient accès aux services à large bande. L'engagement du gouvernement en 2018 d'élaborer une stratégie à long terme en collaboration avec les ministres provinciaux et territoriaux constitue un pas dans la bonne direction pour améliorer l'accès à Internet haute vitesse. Il sera important que les municipalités participent à l'élaboration et à la mise en œuvre de cette stratégie afin de s'assurer que les besoins locaux soient pris en compte. Le gouvernement fédéral devra en outre recueillir et analyser régulièrement des données sur l'accès aux services à large bande, les vitesses réelles et autres indicateurs clés, de même que sur les besoins et exigences techniques des utilisateurs pour s'assurer que les objectifs du Canada en matière d'accès aux services à large bande correspondent aux réalités actuelles.

Cela représente en outre pour nous une occasion cruciale, en prévision des prochaines élections fédérales, de communiquer avec chacun des partis fédéraux et d'influencer leur plateforme électorale. En septembre 2018, le conseil d'administration de la FCM a adopté les réseaux à large bande en milieu rural comme un dossier prioritaire de la FCM pendant les prochaines élections. L'adoption de recommandations plus détaillées à l'intention du gouvernement fédéral sur le développement des réseaux à large bande en milieu rural et l'élaboration d'une stratégie nationale attirera l'attention sur cette priorité de la FCM. Suivant la nomination de la nouvelle ministre fédérale du Développement économique rural, le moment serait bien choisi d'adopter une politique spécifique à la participation des municipalités à la stratégie canadienne de connectivité à large bande dans le but de poursuivre nos discussions avec le bureau de la ministre.

### Recommandation

**RECOMMANDATION DU COMITÉ EXÉCUTIF AVRIL 2019: Catégorie A – En accord**

***DÉCISION DU CONGRÈS ANNUEL 2019 :***

---

## 5. Prioritizing Housing Affordability

**WHEREAS** the National Housing Strategy prioritizes housing solutions for low- and moderate-income households, per FCM's recommendations;

**WHEREAS** renters and homeowners at a range of income levels and in cities and communities of all sizes are increasingly unlikely to be able to access or maintain a home that is affordable to them and meets their needs;

**WHEREAS**, on average, owning a home is more expensive now than at any time in the last 30 years;

**WHEREAS** average rent increases are outstripping inflation in many housing markets;

**WHEREAS** housing affordability pressures are exacerbated by record-high household debt-to-income levels in a rising interest-rate environment;

**WHEREAS** the stability of national and local housing markets has a direct linkage to national and local economic outcomes;

**WHEREAS** housing affordability is correlated to positive health and socioeconomic outcomes;

**WHEREAS** the federal government has influence over the affordability of housing, both rented and owned, through the regulation of mortgages and mortgage insurance, taxation levers and its spending power;

**WHEREAS** the federal government's 2019 budget underscored that housing affordability is a federal concern, and that it has an important role to play in addressing it through the announcement of the First-Time Home Buyer Incentive and enhancements to both the Rental Construction Financing Initiative and Home Buyer's Plan;

**RESOLVED** that the federal government assess and publicly report on the impact of budget 2019 measures designed to improve housing affordability for renters and owners; and

**RESOLVED** that the federal government work with municipalities through FCM to determine the most effective federal role in improving housing affordability for renters and owners at the local level.

*City of Victoria, B.C.*

---

### **Background Research and Assessment:**

#### Issue

The resolution acknowledges the role that FCM played in ensuring the National Housing Strategy focuses on housing solutions for those in greatest need, but identifies that other households with comparatively higher incomes are also facing housing affordability pressures. These pressures negatively impact those households, the municipalities in which they live and national economic outcomes.

The resolution points out that the federal government has acknowledged its role in supporting housing affordability, most recently in Budget 2019.

The resolution proposes a public evaluation of Budget 2019 housing affordability measures, but also joint work between the federal government and municipalities through FCM to identify the most effective federal role in improving housing affordability for both renters and owners.

### Background

Prospective buyers and some existing owners are under pressure as home affordability is at its worst point since 1990. Renters are facing tightening vacancy rates and, accordingly, average rent increases that are outstripping inflation in many housing markets. Underpinning all of this is growing household debt-to-income levels with the average household carrying almost \$1.80 in debt for every \$1 of income.

Housing affordability challenges exist in all parts of Canada and in communities of all sizes. In 2016, 11.6 percent of households living in communities with populations between 10,000 and 100,000 people were living in core housing need, compared with 14 percent in centres of at least 100,000 people. A household is considered to be in core housing need if they cannot locally access a home that has enough bedrooms for the family size and composition; that does not need major repairs and does not require them to pay more than 30 percent of pre-tax income in housing costs.

Housing need data from 2016 for communities under 10,000 people is not yet available, but other data sets demonstrate similar pressures in rural Canada. Statistics Canada's 2014 General Social Survey found that adults in rural Ontario were more likely to report experiencing homelessness or hidden homelessness than urban residents.

Housing affordability pressures in the North are elevated, with 15.2 percent, 15.5 percent and 36.5 percent of households living in core housing need in communities in Yukon, NWT and Nunavut, respectively. Some groups are disproportionately facing housing affordability pressures across the country, including Indigenous Canadians, seniors and lone-parent families.

Budget 2019 included several measures designed to support housing affordability, including an expansion of the existing Rental Construction Financing Initiative; the expansion of the existing Home Buyers Plan; the development of a First-Time Home Buyer Incentive; and the launch of a Housing Supply Challenge.

### Analysis

When households spend more on housing, they have less to spend in the local businesses that drive local economies and, in turn, national economic outcomes. When households cannot find housing they can afford where job opportunities exist, they may not take those opportunities, which deprives the local economy of the labour it needs. When a household can only afford housing a considerable distance from their place(s) of work, increased congestion, family pressures and negative health impacts can arise.

In its housing-focused policy and advocacy work to-date, FCM has prioritized non-market affordable/social housing solutions needed for low- and moderate-income households. The growth in housing affordability pressures facing households with comparatively higher incomes, who would normally secure housing in the market, is leading to negative impacts for households and municipalities, which compels FCM to expand the scope of its housing work in the manner outlined by the resolution. This resolution builds on an existing 2018 resolution, which began this process, but is more specific in calling for federal-municipal dialogue and co-operation, starting with an assessment of the effectiveness of measures contained in the 2019 federal budget.

Recommendation

**2019 APRIL EXECUTIVE COMMITTEE RECOMMENDATION: Category A – Concurrence**

**2019 ANNUAL CONFERENCE DECISION:**

---

## 5. Logements : priorité à l'abordabilité

**ATTENDU** que la Stratégie nationale sur le logement donne priorité aux solutions axées sur les ménages à faibles et à moyens revenus, comme l'a recommandé la FCM;

**ATTENDU** que les locataires et les propriétaires de diverses gammes de revenus habitant des villes et des collectivités de toutes les tailles ont de plus en plus de difficulté à trouver ou à conserver une habitation à la portée de leurs moyens et répondant à leurs besoins;

**ATTENDU** qu'en moyenne, il est devenu plus coûteux de posséder une maison maintenant que jamais auparavant au cours des 30 dernières années;

**ATTENDU** que les hausses de loyer moyennes dépassent le niveau de l'inflation dans de nombreux marchés résidentiels;

**ATTENDU** que les pressions sur l'abordabilité des logements sont exacerbées par le ratio record de l'endettement des ménages par rapport au revenu et par la tendance à la hausse des taux d'intérêt;

**ATTENDU** que la stabilité des marchés résidentiels nationaux et locaux a une incidence directe sur la performance économique nationale et locale;

**ATTENDU** que l'abordabilité des logements est liée à la santé humaine et socioéconomique;

**ATTENDU** que le gouvernement fédéral influe sur l'abordabilité des logements, tant ceux loués que ceux achetés, au moyen de sa réglementation sur les prêts hypothécaires et l'assurance hypothécaire, de ses leviers de taxation et de son pouvoir de dépenser;

**ATTENDU** que le gouvernement fédéral a souligné dans son budget de 2019 que l'abordabilité des logements fait partie de ses préoccupations et qu'il doit jouer un rôle important à cet égard, et qu'il a décidé par conséquent d'établir des mesures incitatives pour les acheteurs d'une première maison ainsi que des améliorations à l'initiative de Financement de la construction de logements locatifs et au Régime d'accession à la propriété; et pour ces motifs, il est

**RÉSOLU** que le gouvernement fédéral évalue et fasse état publiquement de l'effet des mesures budgétaires de 2019 conçues pour améliorer l'abordabilité des logements pour les locataires et les propriétaires; et il est en outre

**RÉSOLU** que le gouvernement fédéral collabore avec les municipalités par l'entremise de la FCM afin de déterminer le rôle le plus efficace que peut jouer le gouvernement fédéral afin d'améliorer l'abordabilité des logements pour les locataires et les propriétaires à l'échelle locale.

*Victoria, (C.-B.)*

---

## Recherche et évaluation

### Enjeu

Cette résolution souligne le rôle joué par la FCM pour s'assurer que la Stratégie nationale sur le logement mette l'accent sur les solutions pouvant aider ceux qui ont les plus grands besoins, mais fait valoir également que d'autres ménages ayant des revenus relativement plus élevés sont

aussi soumis à des pressions d'abordabilité des logements. Ces pressions ont des conséquences négatives sur ces ménages, leurs municipalités et la performance économique nationale.

La résolution souligne également que le gouvernement fédéral a pris acte du rôle qui lui revient pour appuyer l'abordabilité des logements, et cela aussi récemment que dans le budget de 2019. La résolution propose une évaluation publique des mesures d'abordabilité des logements contenues dans le budget 2019, mais préconise aussi une collaboration entre le gouvernement fédéral et les municipalités par l'entremise de la FCM afin de déterminer le rôle le plus efficace que peut jouer le gouvernement fédéral dans l'amélioration de l'abordabilité des logements, et ce, tant pour les locataires que pour les propriétaires potentiels.

### Contexte

Les pressions subies par les acheteurs éventuels et certains propriétaires de maison sont très fortes, puisque l'abordabilité a atteint son pire niveau depuis 1990. Les locataires voient les taux d'inoccupation diminuer et, par le fait même, les loyers moyens augmenter plus rapidement que l'inflation dans de nombreux marchés résidentiels. Facteur aggravant, le ratio d'endettement des ménages par rapport à leur revenu est en hausse, les ménages affichant en moyenne une dette de 1,80 \$ pour chaque dollar de revenu.

Des problèmes d'abordabilité existent partout au pays et dans des collectivités de toutes tailles. En 2016, 11,6 % des ménages vivant dans des municipalités de 10 000 à 100 000 personnes éprouvaient un besoin impérieux de logement, comparativement à 14 % dans les centres d'au moins 100 000 personnes. On dit d'un ménage qu'il est en besoin impérieux de logement s'il n'a pas accès localement à une habitation qui possède suffisamment de chambres à coucher pour la taille et la composition de ce ménage, qui ne nécessite pas des réparations majeures, ou dont les frais ne s'élèvent pas à 30 % ou plus de son revenu total avant impôt.

Les données sur les besoins de logement en 2016 dans les collectivités de moins de 10 000 personnes ne sont pas encore accessibles, mais d'autres données recueillies démontrent que des pressions similaires s'exercent dans le Canada rural. Selon les données de l'Enquête sociale générale de Statistique Canada, en 2014, les adultes vivant en milieu rural en Ontario avaient plus de chance d'être en situation d'itinérance ou d'itinérance cachée que ceux vivant dans les zones urbaines.

Dans le Nord, les pressions liées à l'abordabilité sont élevées, puisque 15,2 %, 15,5 % et 36,5 %, respectivement, des ménages du Yukon, des T.N.-O. et du Nunavut éprouvent des besoins impérieux de logement. Ces pressions s'exercent d'ailleurs inégalement au pays et pèsent plus particulièrement sur certains groupes, notamment les Autochtones, les personnes âgées et les familles monoparentales.

Le budget 2019 prévoit plusieurs mesures conçues pour soutenir l'abordabilité, notamment l'élargissement de l'initiative de Financement de la construction de logements locatifs, l'élargissement du Régime d'accession à la propriété, l'élaboration d'un programme incitatif pour les acheteurs de première maison et le lancement du Défi d'offre de logements.

### Analyse

Lorsque les ménages doivent consacrer une plus grande part de leurs revenus aux coûts d'habitation, ils en ont moins à dépenser dans les commerces locaux qui font tourner l'économie locale, et c'est toute l'économie nationale qui en souffre. Lorsque les ménages ne peuvent pas trouver de logement à la portée de leurs moyens dans les endroits où des emplois sont disponibles, ils doivent parfois renoncer à ces emplois, et l'économie locale ne peut pas obtenir



la main-d'œuvre dont elle a besoin. Lorsqu'un ménage ne peut trouver un logement abordable qu'à une distance considérable de son lieu de travail, la congestion routière augmente, et il peut aussi s'ensuivre des pressions familiales et des effets négatifs sur la santé.

Dans sa politique et ses efforts de représentation axés sur le logement, la FCM a préconisé en priorité des solutions pour les logements abordables et logements sociaux hors marché afin de répondre aux besoins des ménages à faibles et à moyens revenus. L'augmentation des pressions sur l'abordabilité auxquelles sont confrontés les ménages ayant des revenus relativement plus élevés, et qui pourraient normalement habiter un logement du marché, est une source de difficultés tant pour les ménages et les municipalités. Par conséquent, la FCM doit élargir la portée de ses efforts axés sur le logement. La présente résolution s'appuie sur une résolution existante de 2018, résolution qui a entamé le processus. Par contre, cette plus récente résolution demande plus précisément un dialogue et une collaboration fédérales-municipales, en commençant par une évaluation de l'efficacité des mesures contenues dans le budget fédéral de 2019.

#### Recommandation

***RECOMMANDATION DU COMITÉ EXÉCUTIF AVRIL 2019: Catégorie A – En accord***

***DÉCISION DU CONGRÈS ANNUEL 2019 :***

---

## 6. Rural Economic Development

**WHEREAS** rural communities make significant contributions to Canada's economic growth;

**WHEREAS** rural municipalities have been impacted by the demographic changes that have accompanied Canada's increasingly urbanized and knowledge-based economy;

**WHEREAS** rural Canada is extremely diverse in terms of population size, density, demographic composition and degree of remoteness, the opportunities for economic development in rural communities must be considered in federal policies and programs for rural economic development in a manner that respects and capitalizes on that diversity; therefore be it

**RESOLVED** that FCM call on the federal government to strategically leverage existing programs, policies and institutions to further rural economic development, such as regional economic development offices; and be it further

**RESOLVED** that the Minister of Rural Economic Development engage municipalities through FCM to develop economic growth approaches that recognize the diverse needs and solutions in rural communities across Canada.

*Parkland County, AB*

---

### Background Research and Assessment:

#### Issue

Rural areas play a critical role in building Canada's economy, but some of these communities face real barriers to fostering economic activity and maintaining quality of life. FCM has long called for programs and strategies to reverse this trend that avoid a one-size-fits-all approach by recognizing the unique challenges and opportunities that exist in rural communities. Canada's regional development agencies support Canadian businesses by providing them with resources, tools and knowledge sharing and may be an effective way to further rural economic development.

#### Background

At the September 2018 Board of Directors meeting, the board adopted standing policy on rural economic development and at the [September 2017 Board of Directors meeting](#), the Rural Forum prioritized additional research and conference programming that will explore the rural economic issues that fall under federal-municipal jurisdiction. The Board approved "Rural Economic and Social Development" as an advocacy and research priority.

On May 22, 2018, FCM released [Rural challenges, national opportunity: Shaping the future of rural Canada](#)—a report highlighting the successes and potential of Canada's smaller and more remote communities. The report offers recommendations for the federal government in order to address rural challenges and underlines that doing so is an opportunity to raise the quality of life of Canadians nationwide.

The Minister of Rural Economic Development's mandate to lead the development of a Canadian Rural Economic Development Strategy is an important opportunity to ensure that rural priorities and economic growth are prioritized. The new rural economic development strategy is an opportunity to evaluate and expand on the tools available to rural communities from across federal departments and ensure they are optimized and aligned to deliver the best results for rural municipalities and Canadians.

## Analysis

Regional development agency (RDA) programs help foster environments that enable businesses to grow and support the development of strong, dynamic regional economies throughout the country.

Rural Canada is extremely diverse in terms of population size, density and degree of remoteness or proximity to urban centres. For example, a rural township of 11,000 in the Greater Toronto Area and a large municipal district of 13,000 in northern Alberta experience very different lifestyles, opportunities and challenges. Therefore, narrow definitions or a “one-size-fits-all” approach to rural policy will not work. Solutions to rural problems must reflect rural Canada’s diversity.

The most significant challenge facing many rural communities is limited financial and human resources. FCM research found that roughly 60 per cent of Canadian municipalities have five staff members or less. This lack of capacity is one reason why programs that succeed in urban communities do not necessarily work in rural communities. An important solution is to share tools and resources through partnerships with federal and provincial/territorial governments, Indigenous neighbours and other municipalities of all sizes. Programs must build on community priorities and offer flexibility.

FCM has existing policy advocating that the federal government adopt a rural lens to federal programs and policies; however, FCM does not have specific policy on encouraging the federal government to work with municipalities to address rural economic development. In September 2018, the Board approved Rural Economic Development as one of FCM’s election priorities. Advocating for the federal government to leverage existing programs and policies to further rural economic development will help draw attention to this FCM priority and provide more detailed policy recommendations to the federal government.

With the appointment of the new federal Minister for Rural Economic Development, it would be timely to have policy specific to economic development in order to further our discussions with the minister’s office. Furthermore, in anticipation of the upcoming federal election, there is a critical opportunity to communicate to each of the federal parties the importance of rural economic development and influence their election platforms.

## Recommendation

**2019 APRIL EXECUTIVE COMMITTEE RECOMMENDATION: Category A – Concurrence**

**2019 ANNUAL CONFERENCE DECISION:**

---

## 6. Développement économique rural

**ATTENDU** que les collectivités rurales contribuent de façon importante à la croissance économique du Canada;

**ATTENDU** que les municipalités rurales subissent de plein fouet les transformations démographiques qui accompagnent une économie de plus en plus urbanisée et axée sur le savoir;

**ATTENDU** que les municipalités rurales sont extrêmement diverses, tant sur le plan de la population et de la densité que de l'éloignement ou de la proximité aux centres urbains, et que les possibilités de développement économique du Canada rural doivent être prises en considération dans l'élaboration des politiques fédérales et des programmes fédéraux de développement économique rural de manière à respecter et à mettre à profit cette diversité; pour ces motifs il est

**RÉSOLU** que la FCM demande au gouvernement fédéral de tirer stratégiquement profit des programmes, des politiques et des institutions existants, notamment des bureaux de développement économique régional, pour promouvoir le développement économique rural; et il est en outre

**RÉSOLU** que la ministre du Développement économique rural consulte les municipalités, par l'entremise de la FCM, afin d'élaborer des approches en matière de croissance économique qui reconnaissent la diversité des besoins des collectivités rurales au Canada ainsi que la diversité des solutions permettant d'y répondre.

*Comté de Parkland (Alb.)*

---

### Recherche et évaluation

#### Enjeu

Les régions rurales jouent un rôle crucial dans le développement de l'économie canadienne, mais de nombreuses collectivités rurales font face à des obstacles nuisant à la stimulation de l'activité économique et au maintien de la qualité de vie des citoyens. La FCM soutient depuis longtemps que les programmes et stratégies déployés pour renverser cette tendance doivent éviter les solutions universelles, en reconnaissant que les collectivités rurales font face à des défis et à des possibilités qui leur sont propres. Les agences de développement régional du Canada appuient les entreprises canadiennes en leur fournissant des ressources et des outils, en plus de faciliter le partage des connaissances. Elles pourraient également servir à stimuler le développement économique rural.

#### Contexte

Lors de sa réunion de septembre 2018, le conseil d'administration a adopté une politique permanente sur le développement économique rural. Au cours de la [réunion du conseil de septembre 2017](#), le Forum rural avait souligné l'importance d'effectuer des recherches supplémentaires et d'intégrer à la programmation du congrès des activités permettant d'explorer les enjeux du développement économique rural relevant de la compétence fédérale. Le conseil d'administration a approuvé que l'on considère le « développement économique et social rural » comme une priorité en matière de recherche et de représentation des intérêts.

Le 22 mai 2018, la FCM a publié [Les défis ruraux : des possibilités nationales à saisir – L’avenir des collectivités rurales du Canada commence maintenant, un rapport mettant en lumière les réussites et le potentiel des petites collectivités et des collectivités éloignées.](#) Ce rapport renferme à l’intention du gouvernement fédéral des recommandations pour relever les défis ruraux et il souligne que l’atteinte de cet objectif permettra de rehausser la qualité de vie des Canadiens de l’ensemble du pays.

Le mandat de la ministre du Développement économique rural de diriger l’élaboration d’une stratégie nationale pour le développement économique rural constitue une occasion importante de s’assurer que l’on mette l’accent sur les priorités et la croissance économique rurales. Cette nouvelle stratégie pour le développement économique rural permettra d’évaluer et d’améliorer les outils que l’ensemble des ministères fédéraux rendent accessibles aux collectivités rurales, et de s’assurer d’optimiser et d’harmoniser ces outils pour que les municipalités rurales et les Canadiens obtiennent les meilleurs résultats possible.

### Analyse

Les programmes des agences de développement régional (ADR) favorisent des environnements qui permettent aux entreprises de croître et soutiennent la création d’économies régionales solides et dynamiques partout au pays.

Les collectivités rurales sont extrêmement diversifiées, tant sur le plan de la population et de la densité que de l’éloignement ou de la proximité des centres urbains. Par exemple, les modes de vie, les possibilités et les défis des 11 000 personnes qui habitent un canton rural de la région du Grand Toronto sont vraiment très différents de ceux des 13 000 personnes que compte un district municipal étendu de l’Alberta. Par conséquent, il est évident qu’une politique rurale uniforme serait vouée à l’échec, car les solutions aux problèmes ruraux doivent tenir compte de cette diversité fondamentale.

La plus grande difficulté à laquelle font face de nombreuses collectivités rurales est le manque de ressources financières et humaines. Les recherches menées par la FCM ont permis de constater qu’environ 60 % des municipalités canadiennes comptent cinq employés ou moins. Ces capacités limitées expliquent en partie pourquoi les programmes qui s’avèrent efficaces dans les collectivités urbaines ne donnent pas toujours de bons résultats dans les collectivités rurales. L’une des meilleures solutions consiste à établir des partenariats avec le gouvernement fédéral, le gouvernement provincial ou territorial, les collectivités autochtones voisines et d’autres municipalités de toutes les tailles afin de profiter d’une multitude d’outils et de ressources. Les programmes doivent mettre l’accent sur les priorités des collectivités et offrir des solutions souples.

La FCM possède une politique en vigueur demandant au gouvernement fédéral d’adopter une perspective rurale dans ses programmes et politiques. Par contre, la FCM ne détient pas de politique pressant spécifiquement le gouvernement fédéral de collaborer avec les municipalités sur la question du développement économique rural. En septembre 2018, le conseil d’administration de la FCM a adopté le développement économique rural comme un dossier prioritaire de la FCM pendant les prochaines élections. Demander au gouvernement fédéral d’optimiser les programmes et politiques en vigueur pour stimuler le développement économique rural attirera l’attention sur cette priorité de la FCM et produira des recommandations de politiques plus détaillées à l’intention du gouvernement fédéral.

Suivant la nomination de la nouvelle ministre fédérale du Développement économique rural, le moment serait bien choisi d’adopter une politique spécifique au développement économique dans le but de poursuivre nos discussions avec le bureau de la ministre. Cela représente en outre pour

nous une occasion cruciale, en prévision des prochaines élections fédérales, de communiquer l'importance du développement économique rural avec chacun des partis fédéraux et d'influencer leur plateforme électorale.

Recommandation

***RECOMMANDATION DU COMITÉ EXÉCUTIF AVRIL 2019: Catégorie A – En accord***

***DÉCISION DU CONGRÈS ANNUEL 2019 :***

---

## Active FCM Resolutions

This report contains an overview and status update on all active FCM resolutions. Resolutions adopted as FCM policy (Category A – Concurrence) by FCM’s Board of Directors remain active for a period of three years after they are approved. While active, resolutions guide FCM policy positions, including engagement with the federal government and recommendations for policy development.

When a resolution is adopted, FCM sends a letter to the relevant federal minister outlining the call for action directed at the federal government contained in the resolution. Resolution sponsors receive a copy of this letter, as well as any subsequent ministerial correspondence. Following this initial correspondence, FCM staff work to engage directly with political staff and departmental officials on the content of the resolution, and explain why it is a priority for FCM’s Board of Directors. After a period of time, FCM compiles political and departmental feedback as well as formal correspondence to assess the results of our advocacy and status of the resolution, assigning it to one of three categories. This categorization helps to determine where additional engagement is required:

- **Actioned:** The federal government’s response satisfies the call to action outlined in the resolution, or further action is being considered.
- **Not Accepted:** The federal government’s response indicates that it does not intend to address the call to action outlined in the resolution.
- **Pending:** The federal government has not yet responded to the call to action outlined in the resolution. FCM advocacy is ongoing.

As of June 2019, FCM has 62 active resolutions.

Standing Committee on Community Safety and Crime Prevention		
<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>
2019	<a href="#">Medical Cannabis Production</a>	Pending
2019	<a href="#">Regulations pertaining to the access of medical cannabis</a>	Pending
2019	<a href="#">Wildfire Crime</a>	Pending
2018	<a href="#">Cannabis Advertising</a>	Pending
2018	<a href="#">Drug Treatment Court Program</a>	Pending
2018	<a href="#">Online Crime Reporting (RCMP)</a>	Pending
2018	<a href="#">Policing Across the Country - Undertaking an Efficiency Review</a>	Pending
2018	<a href="#">Restorative Justice as a Component of Law Enforcement Training</a>	Pending
2017	<a href="#">DFAA Cost-Sharing Formula Changes</a>	Pending
2017	<a href="#">Medical Marihuana Grow Operations</a>	Pending
2017	<a href="#">Remediation Standards for Properties Used for Drug-Related Activities</a>	Pending
2016	<a href="#">Enhancing Tax Incentives for Emergency Services Volunteers</a>	Pending
2016	<a href="#">Reflective Products for Non-Professional Road User</a>	Pending

Standing Committee on Environmental Issues and Sustainable Development		
<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>
2019	<a href="#">Streamlined Process for Sediment Management – Flood Mitigation</a>	Pending
2018	<a href="#">Electric Vehicle Incentives</a>	Pending
2018	<a href="#">Federal Programs to Enhance Municipal Conservation Projects</a>	Pending
2018	<a href="#">National Plastics Reduction Strategy</a>	Pending

2018	<a href="#">Non-compostable Produce Stickers</a>	Pending
2018	<a href="#">Federal-Municipal Partnership to Achieve Paris Agreement Goals</a>	Pending
2018	<a href="#">Marine Litter</a>	Pending
2018	<a href="#">Municipal Partnership on Conservation Agreements under the Species at Risk Act</a>	Pending
2018	<a href="#">Updates to the Federal Regulation Dealing With Recreational Boating Restrictions</a>	Pending
2017	<a href="#">Aquatic Invasive Species</a>	Actioned
2017	<a href="#">Funding Eligibility for Municipal Carbon Emission Reduction Plans</a>	Not Accepted
2017	<a href="#">Oil Pipeline Impacts on Municipal Operations</a>	Pending
2017	<a href="#">Prohibit Single Use Plastics in Canada</a>	Pending
2017	<a href="#">The Spruce Budworm Outbreak</a>	Actioned
2016	<a href="#">Derelict or Abandoned Vessels</a>	Actioned
2016	<a href="#">Impacts Related to the Emergency Order for the Protection of the Western Chorus Frog</a>	Pending
2016	<a href="#">National Zero Waste Council Edible Food Donation Tax Incentive</a>	Not Accepted
2016	<a href="#">Proposed Amendment to the Migratory Birds Regulations</a>	Pending
2016	<a href="#">Routine Highway Maintenance Over Pipelines</a>	Pending

#### **Standing Committee on Municipal Finance and Intergovernmental Arrangements**

<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>
2019	<a href="#">Federal Support for Energy Infrastructure Projects</a>	Pending
2018	<a href="#">Income Tax Act - Supporting Private Contributions to Community Organizations</a>	Not accepted
2018	<a href="#">Canadian Municipalities Supporting Local Economies in International Trade</a>	Pending
2017	<a href="#">Changes to Tax Exemptions for Municipal Elected Officials (Federal Budget Impact on Municipal Officials)</a>	Not Accepted
2017	<a href="#">Free and Fair Trade - Softwood Lumber</a>	Actioned

#### **Standing Committee on Municipal Infrastructure and Transportation Policy**

<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>
2019	<a href="#">Funding for Small Communities for Flood Prevention and Protection Capital Projects</a>	Pending
2018	<a href="#">Federal Leadership on Active Transportation</a>	Pending
2018	<a href="#">Rural Intercity Transit Strategy</a>	Pending
2017	<a href="#">Municipal Consultation on Ownership Changes to Canada's Airports</a>	Actioned
2017	<a href="#">Train Idling</a>	Actioned
2017	<a href="#">Federal Leadership on Cost-Share in Infrastructure Programs</a>	Actioned
2016	<a href="#">Access to Financial Services through Postal Banking</a>	Not Accepted
2016	<a href="#">Installation of Truck Sideguards (The Jessica Campaign)</a>	Pending
2016	<a href="#">Municipal Engagement in Developing Regulations for Unmanned Aerial Vehicles and Model Aircraft</a>	Pending
2016	<a href="#">Rail Safety</a>	Actioned
2016	<a href="#">Reduce Fees for Marine Atlantic Ferry as Part of TCH</a>	Actioned



Rural Forum		
<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>
2018	<a href="#">Policy tools for solving rural challenges</a>	Pending
2017	<a href="#">Site Selection Criteria for Federal Offices</a>	Pending
2016	<a href="#">Rural Post Office Closures</a>	Actioned

Standing Committee on Social-Economic Development		
<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>
2019	<a href="#">Affordable Housing for Seniors</a>	Pending
2019	<a href="#">Investing in Indigenous Peoples</a>	Pending
2018	<a href="#">Encouraging the Use of Residential Property for Housing</a>	Pending
2018	<a href="#">Indigenous Peoples Day</a>	Not Accepted
2018	<a href="#">National School Food Program</a>	Pending
2017	<a href="#">Accessible Affordable Childcare</a>	Actioned
2017	<a href="#">Intergovernmental Dialogue on Poverty Reduction</a>	Not Accepted
2017	<a href="#">Support for Bill C-323 - Rehabilitation of Historic Property</a>	Not Accepted
2016	<a href="#">Basic Income Guarantee</a>	Pending
2016	<a href="#">Framework for Recreation in Canada 2015: Pathways to Wellbeing</a>	Actioned
2016	<a href="#">Pension Plan Limits</a>	Actioned

## Résolutions actives de la FCM

Le présent rapport offre une vue d'ensemble et une mise à jour sur l'état de toutes les résolutions actives de la FCM. Les résolutions approuvées en tant que politique de la FCM (catégorie A – en accord) par le conseil d'administration de la FCM demeurent actives pendant trois ans après leur approbation. Tant qu'elles le demeurent, les résolutions guident les positions de principe de la FCM, y compris les démarches auprès du gouvernement fédéral et les recommandations d'élaboration de politiques.

Au moment de l'adoption d'une résolution, la FCM écrit au ministère fédéral pertinent en décrivant les mesures attendues du gouvernement fédéral dans la résolution. Les parrains de la résolution reçoivent une copie de cette lettre, de même que toute correspondance subséquente du ministre. À la suite de cette première correspondance, le personnel de la FCM effectue des démarches directement auprès du personnel politique et des responsables ministériels au sujet du contenu de la résolution, et leur explique pourquoi il s'agit d'une question prioritaire pour le conseil d'administration de la FCM. Après un certain temps à recueillir la rétroaction politique et ministérielle et la correspondance officielle, la FCM évalue les résultats de nos démarches et l'état d'avancement de la résolution, et la classe dans l'une des trois catégories ci-dessous. Ce classement aide à déterminer si d'autres démarches s'imposent :

- **Traitée** : la réaction du gouvernement fédéral satisfait l'appel à l'action demandé dans la résolution, ou d'autres mesures sont considérées;
- **Non acceptée** : la réaction du gouvernement fédéral indique qu'il n'a pas l'intention de donner suite à l'appel à l'action de la résolution;
- **En attente** : le gouvernement fédéral n'a pas encore répondu à l'appel à l'action décrit dans la résolution. Les démarches de représentation de la FCM se poursuivent.

En date de juin 2019, la FCM comptait 62 résolutions actives.

Comité permanent de la sécurité et de la prévention de la criminalité au sein des collectivités		
Année	Titre de la résolution	État actuel
2019	<a href="#">Production de cannabis thérapeutique</a>	En attente
2019	<a href="#">Règlement sur l'accès au cannabis à des fins médicales</a>	En attente
2019	<a href="#">Criminalité en zones de feux de forêt</a>	En attente
2018	<a href="#">Publicité pour le cannabis</a>	En attente
2018	<a href="#">Programme de financement des tribunaux de traitement de la toxicomanie</a>	En attente
2018	<a href="#">Signalement en ligne des crimes (GRC)</a>	En attente
2018	<a href="#">Le service de police à l'échelle du pays — examen d'efficacité</a>	En attente
2018	<a href="#">La formation en justice réparatrice comme composante de la formation d'application de la loi</a>	En attente
2017	<a href="#">Modifications à la formule de partage des coûts des AAFCC</a>	En attente
2017	<a href="#">Opérations de culture de marijuana à des fins médicales</a>	En attente
2017	<a href="#">Normes d'assainissement pour les propriétés utilisées aux fins d'activités liées aux drogues</a>	En attente
2016	<a href="#">Améliorer les incitatifs fiscaux pour les bénévoles des services d'urgence</a>	En attente
2016	<a href="#">Produits réfléchissants pour les utilisateurs non professionnels de la route</a>	En attente

<b>Comité permanent des questions environnementales et du développement durable</b>		
<i>Année</i>	<i>Titre de la résolution</i>	<i>État actuel</i>
2019	<a href="#">Processus simplifié de gestion des sédiments – Atténuation des inondations</a>	En attente
2018	<a href="#">Mesures incitatives pour l'électrification des véhicules</a>	En attente
2018	<a href="#">Programmes fédéraux pour l'amélioration des projets de conservation municipaux</a>	En attente
2018	<a href="#">Stratégie nationale de réduction des plastiques</a>	En attente
2018	<a href="#">Étiquettes autocollantes non compostables sur les produits</a>	En attente
2018	<a href="#">Partenariat fédéral-municipal en vue d'atteindre les objectifs de l'Accord de Paris</a>	En attente
2018	<a href="#">Déchets marins</a>	En attente
2018	<a href="#">Partenariat avec les municipalités dans le cadre d'accords de conservation conclus en vertu de la Loi sur les espèces en péril</a>	En attente
2018	<a href="#">Modernisation du règlement fédéral relatif aux restrictions sur la navigation de plaisance</a>	En attente
2017	<a href="#">Espèces aquatiques envahissantes</a>	Traitée
2017	<a href="#">Admissibilité à du financement pour les plans municipaux de réduction des émissions de carbone</a>	Non acceptée
2017	<a href="#">Répercussions des oléoducs sur les activités municipales</a>	En attente
2017	<a href="#">Produits en plastique à usage unique au Canada</a>	En attente
2017	<a href="#">La tordeuse des bourgeons de l'épinette</a>	Traitée
2016	<a href="#">Les bâtiments abandonnés et laissés à l'état d'épaves</a>	Traitée
2016	<a href="#">Appui de la FCM à l'engagement du gouvernement du Canada envers l'Accord de Paris sur le climat COP21</a>	En attente
2016	<a href="#">Pêche de subsistance</a>	Traitée
2016	<a href="#">Impacts résultant du décret d'urgence pour la protection de la rainette faux-grillon de l'Ouest</a>	En attente
2016	<a href="#">Incitatifs fiscaux pour le don d'aliments comestibles — Proposition du Conseil national Zéro déchet</a>	Non acceptée
2016	<a href="#">Modifications proposées au Règlement sur les oiseaux migrateurs</a>	En attente
2016	<a href="#">Maintenance routinière des grandes routes situées au-dessus de pipelines</a>	En attente

<b>Comité permanent des finances municipales et des accords intergouvernementaux</b>		
<i>Année</i>	<i>Titre de la résolution</i>	<i>État actuel</i>
2019	<a href="#">Soutien fédéral aux projets d'infrastructures énergétiques</a>	En attente
2018	<a href="#">Loi de l'impôt sur le revenu – soutenir les contributions privées aux organismes communautaires</a>	Non acceptée
2018	<a href="#">Les municipalités canadiennes soutiennent les économies locales par le commerce international</a>	En attente
2017	<a href="#">Modifications aux exemptions d'impôt des élus municipaux</a>	Non acceptée
2017	<a href="#">Commerce libre et équitable — Bois d'œuvre résineux</a>	Traitée

<b>Comité permanent des infrastructures municipales et de la politique des transports</b>		
<i>Année</i>	<i>Titre de la résolution</i>	<i>État actuel</i>
2019	<a href="#">Financement des petites collectivités pour des projets d'immobilisations en matière de prévention et de protection contre les inondations</a>	En attente
2018	<a href="#">Leadership fédéral en matière de transport actif</a>	En attente
2018	<a href="#">Stratégie de transport collectif interurbain en milieu rural</a>	En attente
2017	<a href="#">Consultation des municipalités sur les transferts de propriété des aéroports du Canada</a>	Traitée
2017	<a href="#">Marche au ralenti des locomotives</a>	Traitée
2017	<a href="#">Leadership fédéral dans le partage de coûts des programmes d'infrastructures</a>	Traitée
2016	<a href="#">L'accès à des services financiers par le biais de services bancaires postaux</a>	Non acceptée
2016	<a href="#">Installation de dispositifs de protection latérale sur les camions (la campagne Jessica)</a>	En attente
2016	<a href="#">La participation municipale dans l'élaboration de règlements pour les véhicules aériens sans pilote et les modèles réduits d'aéronefs</a>	En attente
2016	<a href="#">La sécurité ferroviaire</a>	Traitée
2016	<a href="#">Réduire les frais de service des traversiers de Marine Atlantique en tant que partie de l'autoroute transcanadienne</a>	Traitée

<b>Forum rural</b>		
<i>Année</i>	<i>Titre de la résolution</i>	<i>État actuel</i>
2018	<a href="#">Outils politiques pour relever des défis ruraux</a>	En attente
2017	<a href="#">Critères de sélection des emplacements des bureaux fédéraux</a>	En attente
2016	<a href="#">Fermeture de bureaux de poste en milieu rural</a>	Traitée

<b>Comité permanent du développement socioéconomique</b>		
<i>Année</i>	<i>Titre de la résolution</i>	<i>État actuel</i>
2019	<a href="#">Logements abordables pour les personnes âgées</a>	En attente
2019	<a href="#">Investir dans le bien-être des peuples autochtones</a>	En attente
2018	<a href="#">Encourager l'utilisation des propriétés résidentielles pour le logement</a>	En attente
2018	<a href="#">Journée des peuples autochtones</a>	Non acceptée
2018	<a href="#">Programme national d'alimentation scolaire</a>	En attente
2017	<a href="#">Accès à des services de garde d'enfants abordables</a>	Traitée
2017	<a href="#">Dialogue intergouvernemental sur la réduction de la pauvreté</a>	Non acceptée
2017	<a href="#">Soutien au projet de loi C-323 – Réhabilitation des propriétés historiques</a>	Non acceptée
2016	<a href="#">Revenu minimum garanti</a>	En attente
2016	<a href="#">Cadre stratégique 2015 pour le loisir au Canada : Sur la voie du bien-être</a>	Traitée
2016	<a href="#">Plafonds des régimes de retraite</a>	Traitée

### Introduction

The resolutions process gives Members the opportunity to influence the direction of FCM's public policy and advocacy work, as well as FCM as an organization.

**The FCM resolutions process is a time-limited mechanism that allows Members to bring forward emerging policy issues, and is a complement to the standing policies on core advocacy priorities adopted by the Board of Directors. Resolutions remain active for a period of three (3) years; however, FCM Standing Committees may recommend that the Board of Directors adopt standing policy on the content of expiring resolutions.**

These procedures have been developed to assist Members in understanding when resolutions fall under the purview of FCM, how resolutions are categorized, and how to draft and submit resolutions to FCM's Board of Directors and Annual Conference.

In order to be considered for adoption by the Board of Directors or by delegates at the Annual Conference, resolutions must focus on issues that are the direct responsibility or concern of Canadian municipalities at a national level and fall within the jurisdiction of the federal government. Any local government or provincial/territorial-municipal association that is a FCM Member in good standing may submit resolutions following the process described in the procedures.

FCM's 3<sup>rd</sup> Vice-President is Chair of the Report on Resolutions at all Board Meetings and during the Resolutions Plenary Session at the Annual Conference.

The procedures include the following sections:

- **Section 1 – *General*.** This section outlines information about the management, timelines and roles of FCM Standing Committees and staff related to resolutions.
- **Section 2 – *Guidelines for Drafting Resolutions*.** This section provides members with instructions on what is required for resolutions to be considered by the Board of Directors or Annual Conference, and circumstances in which FCM staff will return resolutions to the sponsor for further clarification, amendments and/or requests for additional background information.
- **Section 3 – *Categorization of Resolutions*.** Resolutions submitted for FCM's consideration are placed in one of the categories outlined in Section 3. Follow-up action on adopted resolutions is determined by its assigned category.
- **Section 4 – *Procedures for the Report on Resolutions at meetings of the Board of Directors*.**
- **Section 5 – *Procedures for Submitting Resolutions to the Annual Conference*.**
- **Section 6 – *Procedures for the Resolutions Plenary Session at the Annual Conference*.**

## General

- 1.1. Any local government or provincial/territorial-municipal association that is a FCM Member in good standing may submit resolutions to FCM for consideration. Resolutions can also be sponsored by any of FCM's Regional Caucuses, Standing Committees, Forums or by the Executive Committee.
- 1.2. Resolutions shall be considered at the March and September meetings of FCM's Board of Directors, as well as the Annual Conference; in addition, FCM's Executive Committee, acting in its power on behalf of the Board, may consider resolutions in between these times if by majority vote it is agreed that the situation warrants.
- 1.3. The deadline for submission of resolutions to Board Meetings or the Annual Conference is posted on the FCM website.
  - 1.3.1 The deadline for resolutions submitted to the March Board meeting or Annual Conference is the second Monday of January every year.
  - 1.3.2 The deadline for resolutions submitted to the September Board meeting is the second Monday of July every year.
- 1.4. Resolutions received after the deadlines noted in sections 1.3.1 and 1.3.2 shall be submitted for consideration to a regularly scheduled meeting of the Board of Directors or the Annual Conference if determined by the Executive Committee, at a regularly scheduled meeting, to be of an emergency or time-sensitive nature; otherwise, these resolutions shall be held for action at the next scheduled Board meeting.
- 1.5. The Executive Committee will refer to, but will not be limited to, the following criteria to determine whether a late resolution should be considered an emergency or time-sensitive matter:
  - 1.5.1 The resolution addresses an issue that imposes a significant, immediate and direct impact on municipal operations;
  - 1.5.2 The issue can be resolved in the near term through an open federal decision-making window (i.e. legislative review underway; pre-budget; etc.) that will close before the resolution could be considered as part of the next deadline period.
- 1.6. FCM staff will review all submitted resolutions to ensure they meet FCM's Procedures for Resolutions and, if required, will contact the resolution's sponsor for any further information.
- 1.7. Resolutions which fall within the mandate of a FCM Standing Committee will be reviewed by that Standing Committee; otherwise, they will be reviewed by the Executive Committee for the purpose of presenting recommendations to the Board of Directors or to the Annual Conference.
- 1.8. In cases where additional information is required, Standing Committees may request that a resolution be referred back to staff for further research and analysis prior to being reported to the Board. Resolutions that are referred back to staff will be brought forward at the next regular Board meeting when resolutions are considered.
- 1.9. Adopted resolutions are valid for a period of three (3) years immediately following the meeting where they were adopted, after which time they expire and cease to be FCM policy.
- 1.10. FCM Standing Committees will review all resolutions prior to their expiry and may recommend that the Board of Directors adopt standing policy on the content of expiring resolutions subject to criteria established by the Board of Directors. Sponsoring local governments or affiliate member(s) will be notified of the status of adopted resolutions prior to expiry, and, where applicable, decisions by FCM to adopt standing policy as per this process.

- 1.11. Standing Committees shall recommend whether resolutions are compatible with existing policy as established through previously adopted resolutions, decisions of the Board of Directors, Executive Committee and policy statements. This provides some measure of protection against contradiction or inconsistency in FCM's positions or actions. Approved resolutions shall be forwarded to the Board Members or to the entire Membership at an Annual Conference for approval with the determined recommendations.
- 1.12. Standing Committees, the Executive Committee or the Board may amend a resolution if deemed necessary, although the intent of the resolution shall remain the same.
- 1.13. FCM will not entertain resolutions that involve disputes between or amongst municipal governments.
- 1.14. All Members who have submitted resolutions shall be notified of the decision taken by the Board of Directors or by the delegates at the Annual Conference and of any action(s) taken by FCM.
- 1.15. Besides FCM's governing by-laws and these written rules of procedures, *Roberts Rules of Order, Newly Revised (RONR)*, current edition, shall also assist with the governing authorities.

## **2. Guidelines for Drafting Resolutions**

- 2.1. Resolutions should focus on issues that are the direct responsibility or concern of Canadian municipalities and fall within the jurisdiction of the federal government, and/or provincial and territorial governments acting at the inter-provincial/territorial level.
- 2.2. Resolutions should be drafted with a national focus at all times. FCM Staff will remove references to local, regional or provincial governments in the resolution's operative clauses that may detract from the national significance of the resolution. Where appropriate, FCM Staff may amend the title of a resolution for the sake of clarity and/or brevity.
- 2.3. Members submitting resolutions regarding Community Safety and Crime Prevention matters are advised to focus on the "principle" of the issue being addressed and avoid attempts to reword the Criminal Code.
- 2.4. All Members must use the following format when preparing resolutions for submission to FCM:
  - 2.4.1 The TITLE should be short and refer to the key intent of the resolutions.
  - 2.4.2 The DESCRIPTIVE CLAUSES (WHEREAS...) should clearly and briefly set out the reasons for the resolution and how it relates to municipal-federal issues. If the sponsor believes that the rationale cannot be explained in a few preliminary clauses, the problem should be stated more fully in supporting documentation as described in Section 2.4.
  - 2.4.3 The OPERATIVE CLAUSE (RESOLVED, That...) must clearly set out the intent of a resolution and state a specific proposal for any action with which the sponsor wishes FCM to take (i.e. **RESOLVED, That FCM urge/endorse/petition/write...**) with the federal government. The wording should be clear and brief. Generalization should be avoided.
  - 2.4.4 Resolutions that request FCM's support without clearly explaining the action that should be taken with the federal government will be returned to the sponsor with a request for clarification, and will not be brought forward to the Board of Directors for consideration until the resolution has been re-worded.
- 2.5. Background information, such as a Council report, demonstrating the resolution's adherence to FCM's categorization guidelines outlined in Section 3, must be submitted with resolutions. When

a resolution is not self-explanatory and when adequate information is not attached, FCM will return a resolution to the sponsor with a request for additional information or clarification before it is further considered.

- 2.6. Proof of endorsement by the sponsoring local government or affiliate member must accompany all resolutions submitted to FCM.
- 2.7. All Resolutions must be submitted electronically, by e-mail to [resolutions@fcm.ca](mailto:resolutions@fcm.ca). Please send resolution text in a word document format although scanned hardcopy document files will be accepted.

### **3. Categorization of Resolutions**

- 3.1 FCM actively engages with the federal government on a wide variety of issues that impact Canadian municipalities. FCM works to bring municipal priorities to the table in Ottawa, ensuring that local voices are heard and that federal legislation works for municipalities. Resolutions submitted for FCM's consideration shall be placed in the following categories to guide subsequent action related to the above noted work.
- 3.2 **Category "A" – Municipal-Federal Issues, Concurrence (adopted as FCM policy)** – this category contains resolutions that are the direct responsibility or concern of Canadian municipalities beyond a regional level, and fall within the jurisdiction of the federal government. Category "A" resolutions adopted with concurrence will be sent to the relevant government minister, and will remain FCM policy for a period of three (3) years.
- 3.3 **Category "A" – Municipal-Federal Issues, Non-Concurrence (not adopted as FCM policy)** – this category contains resolutions that meet the criteria for municipal-federal issues as outlined in section 3.2, but are not endorsed by FCM. Category "A" resolutions categorized as non-concurrence shall require no further action.
- 3.4 **Category "B" – Issues not within municipal and/or federal jurisdiction at the national level** – this category contains resolutions that address issues that are not the direct responsibility or concern of Canadian municipalities and/or are not municipal-federal issues beyond a regional level. No action is taken on category "B" resolutions.
- 3.5 **Category "C" – FCM Issues** – this category contains resolutions directed at FCM Members or at FCM as an organization. Category "C" resolutions adopted with concurrence will be forwarded to the Executive Committee for review and action; the Executive Committee will report on its progress to the Board.
- 3.6 **Category "D" – In accordance with existing FCM policy** – this category contains resolutions on issues dealt with by FCM in the previous three (3) years or that are in accordance with FCM's standing policy and advocacy priorities. These resolutions will be received by the Board of Directors for information only. FCM staff is authorized to inform a sponsoring local government or affiliate member that its resolution will be categorized as "D".
- 3.7 **Category "E" – Not in accordance with existing FCM policy** – this category contains resolutions on issues that have been considered by FCM within the previous three (3) years and are not in accordance with standing FCM policy and advocacy priorities. These resolutions will be presented to the Board of Directors for information only. FCM staff are authorized to inform a sponsoring local government or affiliate member that its resolution will be categorized as "E".
- 3.8 Whenever possible, FCM staff will work with the sponsoring local government or affiliate member to provide guidance and ensure that the full intent of the resolution is understood and considered before its recommended categorization is made.

### **4. Procedures for the Report on Resolutions at meetings of the Board of Directors**



- 4.1. Standing Committees at the March and September Board Meeting(s) shall review and provide recommendations to the Board of Directors on resolutions received and processed as detailed under Section 1.
- 4.2. Resolutions may be categorized for adoption as one motion under a Consent Agenda.
- 4.3. Any Resolution may be removed from the Consent Agenda, for separate consideration, upon request by any Board Member. The Resolution shall be removed and placed at the end of the current list of other Resolutions listed for separate discussion and voted on separately. The remainder of the Consent Agenda shall be voted on as one motion.
- 4.4. The Operative Clause(s) of all resolutions categorized under “A”, “B” and “C” and that are considered outside of the Consent Agenda shall be read aloud, followed by the recommendation of the Standing Committee or Executive Committee. Only the titles and recommendation of the Standing Committee shall be read aloud for resolutions packaged in the Consent Agenda that are categorized under “A”, “B” and “C”.
- 4.5. Resolutions received and that have been categorized under “D” and “E” shall be presented to Board Members as information only and shall not be read or debated.
- 4.6. Should a Board Member wish to introduce an amendment to the proposed categorization recommended on any resolution, the Chair shall ask for a seconder and a majority vote on the re-categorization before allowing any debate on the resolution itself.
- 4.7. Only FCM Board Members are entitled to speak to and debate resolutions and must confine their remarks to a maximum two (2) minutes.
- 4.8. No Board Member will be permitted to speak more than once on any resolution until other Board Members wishing to speak have been heard.
- 4.9. If requested by the Chair, FCM staff may provide clarification on any resolution prior to debate. FCM staff may also speak to a resolution during debate to provide additional clarification that may assist with the Board’s consideration of the resolution. The Chair shall retain discretion on whether to request additional clarification from staff, or if it would be more appropriate to ask the relevant Chair or Vice-Chair of a Standing Committee to provide clarification.
- 4.10. Amendments to a resolution of more than four (4) words in length must be submitted in written form to the Chair of the Resolutions Committee to ensure the suggested wording is reflected in the official record.
- 4.11. Motions to refer a resolution will be in order at any time. Debate on a motion to refer must be confined to the merits of the referral motion.
- 4.12. Motions to refer a resolution shall be referred to either staff for further analysis, the Executive Committee or to the appropriate Standing Committee for review.
- 4.13. At the close of debate, a vote shall be called on the Operative Clause(s) of the resolution(s) in question and its categorization.
- 4.14. Only FCM Board Members are entitled to vote on resolutions. They will do so by a show of hands and where the vote is too close to determine, a counted vote shall be conducted.

## **5. Procedures for Submitting Resolutions to the Annual Conference**

- 5.1. The deadline for submission of resolutions to FCM’s Annual Conference is posted on FCM’s website (<https://fcm.ca/home/about-us/corporate-resources/fcm-resolutions/about->

[resolutions.htm](#)).

- 5.2. The Board of Directors, taking into account the recommendation of the Standing Committee responsible for the subject area of a resolution, will determine whether a resolution submitted for consideration by the entire membership at the Annual Conference should be dealt with at the Annual Conference.
- 5.3. Standing Committees or the Executive Committee may recommend that resolutions previously dealt with by the Board in that given year be submitted to the Annual Conference for consideration by the entire membership. These resolutions may be amended to ensure that their content clearly reflects the key issue, yet maintain its intent.
- 5.4. Resolutions to be considered at the Annual Conference will be available on FCM's member website 14 days prior to the Conference, and distributed to delegates at the Annual Conference.
- 5.5. Resolutions received after the deadline will be held for action by the Board of Directors at its next meeting in September, except for those resolutions that are determined by the Executive Committee to be of an emergency or time-sensitive nature (refer to section 1.4 for criteria).
- 5.6. Resolutions submitted after the regular deadline as an emergency or time-sensitive nature, must be received a minimum of six (6) business days prior to the Annual Conference to allow sufficient time for staff analysis and subsequent consideration by the Executive Committee.
- 5.7. Resolutions that are not debated at the Annual Conference because of insufficient time or lack of quorum of Accredited Representatives (quorum consists of 50 Accredited Representatives in attendance, as per section 7.04 of the By-laws, or because it was submitted past the deadline, will be presented at the first meeting of the new Board of Directors in September.

## **6. Procedures for the Resolutions Plenary Session at the Annual Conference**

- 6.1. The Board of Directors may, at the March and September Board meetings, package selected resolutions into a Consent Agenda to be voted on as one motion by voting members at the Annual Conference.
- 6.2. Resolutions may be removed from the Consent Agenda, for separate consideration, upon a motion by any accredited FCM Member or Affiliate in good standing, and with a majority vote of the Conference delegates. Only the mover will be permitted to speak to such a motion. The remainder of the Consent Agenda shall be voted on as one motion.
- 6.3. The Operative Clause(s) of all Resolutions categorized under "A", "B" and "C" shall be read aloud, followed by the recommendations of the Board or Executive Committee.
- 6.4. All resolutions presented at the Annual Conference Resolutions Plenary, as well as emergency resolutions that are provided onsite, are deemed to be duly moved and seconded by the originating local government, affiliate member or FCM committee.
- 6.5. An accredited representative from the sponsoring local government, affiliate member or FCM committee will be given the first opportunity to speak on the resolution.
- 6.6. Only accredited representatives of FCM Members or affiliate members in good standing are entitled to speak from the plenary floor. All speakers must identify themselves and their municipality or association and must confine their remarks to a maximum two (2) minutes.
- 6.7. No delegate will be permitted to speak more than once on any resolution until other delegates wishing to speak have been heard.
- 6.8. Proposed amendments to a resolution of more than four (4) words in length must be submitted in

written form to the Chair of the Resolutions Plenary Session to ensure the correct wording is voted on and reflected in the official record.

- 6.9. Should a Conference Delegate wish to introduce an amendment to the categorization of any Resolution, the Chair shall ask for a seconder and a two-thirds vote on the re-categorization before allowing any debate on the resolution itself.
- 6.10. Motions to refer a resolution will be in order at any time. Debate on a motion to refer must be confined to the merits of the referral motion only.
- 6.11. Motions to refer a resolution shall be referred to the Executive Committee or to the appropriate Standing Committee for review or to staff for further analysis.
- 6.12. At the close of debate, a vote shall be called on the Operative Clause(s) section of the resolution(s) in question together with its categorization.
- 6.13. Only duly Accredited Representatives of FCM Members and Affiliate Members, in good standing, are entitled to vote on resolutions. They will do so by showing their voting credentials when the vote is taken or by use of their assigned voting devices.

---

*Adopted, June 1998 FCM Annual Conference  
Revised, November 2017 Board of Directors meeting*

### Introduction

Les résolutions permettent aux membres d'exercer une influence directe sur l'orientation des activités de la FCM en matière de politiques publiques et de promotion des intérêts, et sur l'orientation de la FCM elle-même.

**Le processus de traitement des résolutions de la FCM est un mécanisme limité dans le temps qui permet aux membres de soulever des questions de politiques nouvelles venant en complément des politiques permanentes sur les priorités fondamentales en matière de représentation, politiques qui ont été adoptées par le Conseil d'administration. Les résolutions demeurent en vigueur pour une période de trois (3) ans; toutefois, les comités permanents de la FCM peuvent recommander au Conseil d'administration d'adopter une politique permanente sur le contenu des résolutions venant à expiration.**

Ces procédures ont été élaborées pour aider les membres à savoir quand les résolutions relèvent du mandat de la FCM, comment elles sont classées et comment les rédiger et les soumettre au Conseil d'administration et au Congrès annuel de la FCM.

Pour qu'elles soient prises en considération par le Conseil d'administration ou par les délégués lors du Congrès annuel, les résolutions doivent porter sur des enjeux relevant directement de la responsabilité ou touchant à l'intérêt des municipalités canadiennes, et qui sont de la compétence du gouvernement fédéral. Toute administration locale ou association provinciale ou territoriale de municipalités, membre en règle de la FCM, peut présenter des résolutions selon le processus décrit dans les procédures.

Le 3<sup>e</sup> vice-président de la FCM remplit la fonction de président des rapports sur les résolutions à toutes les réunions du Conseil et durant la séance plénière qui porte sur les résolutions, lors du Congrès annuel. Les procédures comprennent les articles suivants:

- **Article 1 - Généralités.** Cet article présente de l'information sur la gestion, les échéanciers et les rôles des comités permanents et du personnel de la FCM en ce qui a trait aux résolutions.
- **Article 2 - Lignes directrices pour la rédaction des résolutions.** Cet article fournit aux membres des directives concernant les exigences à respecter pour que les résolutions puissent être prises en considération par le Conseil d'administration ou lors du Congrès annuel, et énonce les circonstances dans lesquelles le personnel de la FCM renvoie les résolutions au parrain pour obtenir des éclaircissements, apporte des modifications ou demande à obtenir d'autres renseignements à caractère général.
- **Article 3 - Catégorisation des résolutions.** Les résolutions soumises à l'examen de la FCM sont classées dans l'une des catégories décrites à l'article 3. Le suivi des résolutions adoptées est déterminé par la catégorie qui lui est assignée.
- **Article 4 - Procédures relatives au rapport sur les résolutions lors des séances du Conseil d'administration.**
- **Article 5 - Procédures de soumission des résolutions au Congrès annuel.**
- **Article 6 - Procédures concernant le déroulement de la séance plénière du Congrès annuel consacrée à l'étude des résolutions**

## 1. Généralités

- 1.1. Toute administration locale ou association provinciale, territoriale ou municipale qui est membre en règle de la FCM peut soumettre des résolutions à sa considération. Les résolutions peuvent également être parrainées par n'importe lequel des caucus régionaux, comités permanents, forums ou encore par le Comité exécutif de la FCM.
- 1.2. Les résolutions sont examinées au cours des réunions de septembre et mars du Conseil d'administration de la FCM et au cours du Congrès annuel; de plus, le Comité exécutif de la FCM peut, au nom du Conseil, examiner les résolutions en d'autres occasions s'il est déterminé par vote majoritaire que la situation le justifie.
- 1.3. La date limite pour la présentation de résolutions en vue des réunions du Conseil ou du Congrès annuel est affichée sur le site Web de la FCM.
  - 1.3.1. La date limite pour la présentation des résolutions à la réunion du Conseil de septembre est fixée au 5 juillet de chaque année.
  - 1.3.2. La date limite pour la présentation des résolutions à la réunion du Conseil de mars ou au Congrès annuel est fixée au 25 janvier de chaque année.
- 1.4. Les résolutions reçues après les dates limites indiquées aux paragraphes 1.3.1 et 1.3.2 sont soumises à l'examen du Conseil ou au Congrès annuel uniquement si le Comité exécutif décide, lors d'une réunion prévue au calendrier, qu'il s'agit de résolutions urgentes, faute de quoi ces résolutions sont étudiées à la réunion suivante du Conseil.
- 1.5. Le Comité exécutif se référera aux critères suivants, sans cependant s'y limiter, pour déterminer si une résolution reçue après la date limite devrait être considérée comme urgente :
  - 1.5.1. La résolution porte sur une question ayant des répercussions importantes, immédiates et directes sur les activités municipales;
  - 1.5.2. La question peut être réglée à court terme en raison d'une ouverture dans le processus décisionnel fédéral (c.-à-d., révision de la législation en cours; période prébudgétaire; etc.) qui se refermera avant que la résolution ne puisse être examinée dans le cadre de la prochaine période précédant la date limite.
- 1.6. Le personnel de la FCM déterminera si une résolution présentée est conforme aux règles de la FCM en matière de traitement des résolutions, et communiquera au besoin avec le parrain de la résolution pour obtenir de l'information supplémentaire.
- 1.7. Les résolutions qui relèvent du mandat d'un comité permanent de la FCM seront étudiées par ce comité permanent; sinon, elles seront examinées par le Comité exécutif en vue de formuler des recommandations au Conseil d'administration ou pour le Congrès annuel.
- 1.8. Dans les cas où des renseignements supplémentaires sont nécessaires, les comités permanents peuvent demander qu'une résolution soit renvoyée au personnel aux fins de recherche et d'analyse avant qu'elle ne soit soumise au Conseil. Les résolutions renvoyées au personnel sont soumises à la prochaine réunion ordinaire du Conseil d'administration, lors de l'examen des résolutions.
- 1.9. Les résolutions adoptées demeurent en vigueur pour une période de trois (3) ans immédiatement après l'assemblée où elles ont été adoptées, après quoi elles expirent et cessent de constituer la politique de la FCM.
- 1.10. Les comités permanents de la FCM étudient toutes les résolutions avant leur expiration et peuvent recommander au Conseil d'administration d'adopter une politique permanente sur la base du contenu des résolutions venant à expiration, sous réserve des critères établis par le Conseil d'administration. Les gouvernements locaux parrains ou les membres affiliés sont informés du statut

des résolutions adoptées avant leur expiration ainsi que, le cas échéant, de la décision de la FCM d'adopter une politique permanente conformément à ce processus.

- 1.11. Les comités permanents détermineront si les résolutions sont conformes aux énoncés de politiques actuels et aux résolutions approuvées dans des décisions antérieures du Conseil d'administration, du comité exécutif et dans les déclarations de politiques. Cette mesure permet d'éviter les contradictions ou les incohérences dans les positions et les activités de la FCM. Les résolutions approuvées ainsi que les recommandations déterminées doivent être transmises aux membres du Conseil d'administration ou à l'ensemble des membres lors d'un Congrès annuel afin d'être approuvées.
- 1.12. Les comités permanents, le Comité exécutif ou le Conseil peuvent modifier une résolution s'ils le jugent nécessaire. Toutefois, il est important que l'intention de la résolution demeure la même.
- 1.13. La FCM ne recevra aucune résolution concernant un conflit entre gouvernements municipaux.
- 1.14. Tous les membres qui ont présenté des résolutions seront avisés de la décision prise par le Conseil d'administration ou par les délégués au Congrès annuel, ainsi que de toute initiative prise par la FCM.
- 1.15. Outre les règlements administratifs de la FCM et les présentes règles de procédure écrites, les instances dirigeantes pourront également s'appuyer sur l'ouvrage *Roberts Rules of Order, Newly Revised* (RONR).

## 2. Lignes directrices pour la rédaction des résolutions

- 2.1. Les résolutions doivent essentiellement porter sur les questions qui relèvent directement de la responsabilité des municipalités canadiennes, ou qui touchent à leurs préoccupations, et qui relèvent en outre de la compétence du gouvernement fédéral ou des gouvernements provinciaux et territoriaux évoluant à l'échelle interprovinciale ou territoriale.
- 2.2. Les résolutions doivent toujours être rédigées dans une perspective nationale. Le personnel de la FCM éliminera des clauses importantes de la résolution toute mention à des administrations locales, régionales ou provinciales qui pourrait nuire à la portée nationale de la résolution. Au besoin, le personnel de la FCM peut modifier le titre d'une résolution pour des raisons de clarté et/ou de brièveté.
- 2.3. Il est recommandé aux membres qui présentent des résolutions dans le domaine de la sécurité et de la prévention de la criminalité au sein des collectivités de se concentrer sur le « principe » de la question traitée et de ne pas chercher à réécrire le Code criminel.
- 2.4. Tous les membres sont invités à se conformer aux lignes directrices suivantes pour rédiger les résolutions destinées à la FCM :
  - 2.4.1. Présenter un TITRE court en rapport avec l'intention première de la résolution.
  - 2.4.2. Les CLAUSES DESCRIPTIVES (**ATTENDU** que...) doivent exposer clairement et brièvement l'objet de la résolution. Si le parrain croit que le raisonnement ne peut être expliqué en quelques dispositions préliminaires, le problème doit être exposé plus à fond dans les documents d'appui.
  - 2.4.3. Les CLAUSES EXÉCUTOIRES (**IL EST RÉSOLU** que...) doivent exposer clairement l'intention de la résolution et énoncer en termes précis l'action que le parrain demande à la FCM de prendre (par exemple, « **IL EST RÉSOLU** que la FCM presse, appuie, demande, écrive... »). La formulation doit être simple et claire, et il faut éviter les généralisations.

- 2.4.4. Les résolutions demandant l'appui de la FCM sans expliquer clairement les démarches à entreprendre auprès du gouvernement fédéral seront renvoyées à leur parrain avec une demande d'éclaircissement et ne seront pas soumises à l'examen du Conseil d'administration tant qu'elles n'auront pas été reformulées.
- 2.5. Les documents d'information, comme un rapport adressé au conseil municipal en vue d'établir que les lignes directrices relatives à la catégorisation des résolutions, énoncées à l'article 3, doivent être présentées en même temps que la résolution. Si une résolution n'est pas claire et que l'information appropriée n'est pas fournie, le personnel de la FCM retourne la résolution au parrain en lui demandant de fournir plus de renseignements ou des éclaircissements, avant que la résolution ne soit étudiée plus avant.
- 2.6. La preuve de l'aval de l'administration locale qui parraine la résolution doit accompagner toute résolution présentée à la FCM.
- 2.7. Toutes les résolutions doivent être soumises par courrier électronique, à l'adresse suivante : [resolutions@fcm.ca](mailto:resolutions@fcm.ca). Veuillez faire parvenir le texte de chaque résolution en MS Word, bien qu'il soit acceptable de soumettre une copie numérisée.

### 3. Catégorisation des résolutions

- 3.1. La FCM collabore activement avec le gouvernement fédéral sur une vaste gamme de questions qui ont des répercussions sur les municipalités canadiennes. La FCM s'efforce de faire valoir les priorités des municipalités auprès d'Ottawa, en veillant à ce que les voix locales soient entendues et à ce que la législation fédérale soit efficace pour les municipalités. Les résolutions présentées à la FCM sont classées dans les catégories ci-dessous, chacune d'elle appelant un traitement différent.
- 3.2. **Catégorie A – Questions municipales, concordantes (adoptées en tant que politique de la FCM)**. Cette catégorie englobe les résolutions relatives à des questions relevant directement de la responsabilité ou de l'intérêt des municipalités canadiennes et qui sont de la compétence du gouvernement fédéral et/ou des gouvernements provinciaux ou territoriaux agissant à l'échelle interprovinciale ou territoriale. Les résolutions de la catégorie « A » dites « concordantes » qui sont adoptées sont envoyées au ministre approprié, et constituent une politique de la FCM pour une période de trois (3) ans.
- 3.3. **Catégorie "A" – Questions municipales et fédérales, non-concordantes (non adoptées en tant que politique de la FCM)** - Cette catégorie englobe les résolutions touchant à des questions municipales et fédérales décrites à l'article 3.2, mais qui ne sont pas entérinées par la FCM. Les résolutions de catégorie "A" dites « non-concordantes » ne nécessitent aucune autre mesure.
- 3.4. **Catégorie "B" - Questions ne relevant pas de la compétence municipale ou fédérale à l'échelle nationale** - Cette catégorie englobe les résolutions qui traitent de questions ne relevant pas directement de la responsabilité ou des préoccupations des municipalités canadiennes ou encore de la compétence municipale ou fédérale au-delà de l'échelon régional. Aucune suite n'est donnée aux résolutions de la catégorie "B".
- 3.5. **Catégorie "C" – Questions concernant la FCM** - Cette catégorie englobe les résolutions qui s'adressent aux membres de la FCM ou à la FCM prise en tant qu'organisation. Les résolutions de catégorie « C » dites « concordantes » et adoptées en tant que telles sont soumises à l'examen et à l'approbation du Comité exécutif qui fait ensuite rapport au Conseil d'administration sur les progrès réalisés.
- 3.6. **Catégorie D – Conforme à la politique actuelle de la FCM**. Cette catégorie englobe les résolutions portant sur des questions traitées par la FCM au cours des trois (3) années précédentes et qui sont conformes à la politique de la FCM. Ces résolutions sont reçues à titre d'information seulement par le Conseil d'administration. Le personnel de la FCM est autorisé à informer une administration locale parraine ou un membre affilié que sa résolution sera classée dans la catégorie « D ».

- 3.7. **Catégorie E – Non conforme à la politique actuelle de la FCM.** Cette catégorie englobe les résolutions portant sur des questions traitées par la FCM dans les trois (3) années précédentes et qui ne sont pas conformes à la politique de la FCM ni à ses priorités en matière de promotion des intérêts. Ces résolutions sont soumises au Conseil d'administration à titre d'information seulement. Le personnel de la FCM est autorisé à informer une administration locale parraine ou un membre affilié que sa résolution sera classée dans la catégorie « E ».
- 3.8. Dans la mesure du possible, le personnel de la FCM collabore avec l'administration locale ou le membre affilié parrain pour lui prodiguer des conseils et pour s'assurer que l'intention de la résolution est bien comprise et examinée avant l'étape de la catégorisation recommandée.
- 4. Procédures relatives au rapport sur les résolutions lors des séances du Conseil d'administration**
- 4.1. Lors des réunions du Conseil d'administration de mars et de septembre, les comités permanents examinent les résolutions reçues et traitées, et les recommandent au Conseil d'administration, comme l'indique l'article 1.
- 4.2. Les résolutions peuvent être classées pour être adoptées en bloc.
- 4.3. Toute résolution peut être retirée d'un bloc de résolutions, pour être soumise à un examen distinct, à la demande d'un membre du Conseil. La résolution est alors retirée et placée à la fin de la liste courante des résolutions inscrites, aux fins de discussion et de vote séparés. Le reste du bloc de résolutions est mis aux voix comme s'il s'agissait d'une seule motion.
- 4.4. Les clauses importantes de toutes les résolutions classées dans les catégories « A », « B » et « C » et qui sont examinées à part du bloc de résolutions sont lues à haute voix et sont suivies de la recommandation du Comité permanent ou du Comité exécutif. Seuls les titres et la recommandation du Comité permanent doivent être lus à haute voix dans le cas des résolutions classées dans les catégories « A », « B » et « C ».
- 4.5. Les résolutions reçues et classées dans les catégories « D » et « E » doivent être présentées aux membres du Conseil à titre d'information seulement et ne doivent être ni lues ni débattues.
- 4.6. Si un membre du Conseil souhaite apporter un amendement à la proposition de catégorisation recommandée pour une résolution, le président demande un comotionnaire et la tenue d'un vote majoritaire sur la question de la reclassification avant d'autoriser un débat sur la résolution elle-même.
- 4.7. Seuls les membres du Conseil d'administration de la FCM ont le droit de s'exprimer et de débattre des résolutions et ils doivent limiter leurs remarques à un maximum de deux (2) minutes.
- 4.8. Aucun membre du Conseil d'administration n'est autorisé à prendre la parole plus d'une fois sur une résolution tant que les autres membres du Conseil souhaitant s'exprimer n'auront pas été entendus.
- 4.9. À la demande du président, le personnel de la FCM peut fournir des éclaircissements sur toute résolution avant le débat. Le personnel de la FCM peut également parler au sujet d'une résolution, en cours de débat, afin d'apporter des éclaircissements supplémentaires susceptibles d'aider le Conseil à examiner la résolution. Le président conserve son pouvoir discrétionnaire de demander des éclaircissements supplémentaires au personnel ou d'inviter le président ou le vice-président compétent d'un comité permanent à fournir des éclaircissements, s'il le juge plus approprié.
- 4.10. Les amendements à une résolution de plus de quatre (4) mots doivent être soumis par écrit au président du Comité des résolutions afin de s'assurer que le bon libellé figure dans le compte rendu officiel.
- 4.11. Les motions de renvoi d'une résolution peuvent être présentées en tout temps. En pareils cas, la discussion doit porter uniquement sur le bien-fondé de la motion de renvoi.



- 4.12. Les motions de renvoi d'une résolution sont renvoyées soit au personnel pour une analyse plus approfondie, soit au Comité exécutif ou au Comité permanent compétent pour examen.
- 4.13. À l'issue du débat, il est procédé à un vote sur la clause ou les clauses exécutoires de la ou des résolutions en question et sur leur catégorisation.
- 4.14. Seuls les membres du Conseil d'administration de la FCM ont le droit de voter sur les résolutions. Ils le font à main levée et, lorsque le vote est trop serré, un dépouillement est effectué.

## **5. Procédures de soumission des résolutions au Congrès annuel**

- 5.1. La date limite pour présenter des résolutions au Congrès annuel de la FCM est affichée sur le site Web de la FCM (<https://fcm.ca/accueil/%c3%a0-notre-sujet/informations-sur-la-fcm/r%c3%a9solutions-de-la-fcm/%c3%a0-propos-des-r%c3%a9solutions.htm>).
- 5.2. Le Conseil d'administration, fort de la recommandation du comité permanent responsable du domaine visé par une résolution donnée, décide s'il y a effectivement lieu de soumettre une résolution initialement destinée à être présentée à l'ensemble des membres lors du Congrès annuel.
- 5.3. Les comités permanents ou le Comité exécutif peuvent recommander que des résolutions déjà traitées par le Conseil national d'administration soient présentées au Congrès annuel afin d'y être examinées par tous les membres. Ces résolutions peuvent être modifiées afin de s'assurer que l'enjeu clé y est clairement décrit, mais l'intention de la résolution doit demeurer la même.
- 5.4. Les résolutions à examiner au cours du Congrès annuel seront accessibles sur le site Web de la FCM quatorze (14) jours avant le Congrès et distribuées au délégués.
- 5.5. Les résolutions reçues après la date limite sont renvoyées à la prochaine réunion de septembre du Conseil d'administration, à l'exception des résolutions qui sont jugées urgentes par le Comité exécutif (voir les critères à l'article 1.4).
- 5.6. Les résolutions urgentes présentées après la date limite officielle doivent être reçues au moins six (6) jours avant le début du Congrès, afin de donner au personnel le temps de les analyser et de permettre au Comité exécutif de les étudier.
- 5.7. Les résolutions qui ne sont pas débattues au Congrès annuel en raison d'un manque de temps ou de l'absence de quorum (le quorum est constitué de 50 représentants accrédités, aux termes de l'article 7.04 du Règlement) ou parce que la date limite n'a pas été respectée sont présentées à la première réunion du nouveau Conseil d'administration en septembre.

## **6. Procédures concernant le déroulement de la séance plénière du Congrès annuel consacrée à l'étude des résolutions**

- 6.1. Au cours des réunions de mars et de septembre, le Conseil d'administration regroupe certaines résolutions dans un bloc de résolutions devant être soumis au vote des délégués au Congrès annuel, comme s'il s'agissait d'une seule motion.
- 6.2. Sur la motion d'un membre de la FCM ou d'un membre affilié, en règle, et moyennant le vote majoritaire des délégués au Congrès, il est possible de retirer certaines résolutions du bloc de résolutions pour les examiner séparément. Seul l'auteur de la motion est autorisé à prendre la parole à son sujet. Les autres résolutions sont soumises à un vote en bloc.
- 6.3. Les dispositions exécutoires de toutes les résolutions de catégorie « A », « B » et « C » doivent être lues à haute voix et être suivies des recommandations du Conseil ou du Comité exécutif.
- 6.4. Toutes les résolutions présentées à la plénière du Congrès annuel qui sont consacrées à l'étude des résolutions, de même que les résolutions d'urgence déposées sur place, sont considérées comme

étant dûment proposées et appuyées par l'administration locale initiatrice, par un membre affilié ou par le comité de la FCM.

- 6.5. Il revient à un représentant accrédité de l'administration locale ou de l'association qui parraine la résolution de prendre la parole en premier.
- 6.6. Seuls les membres de la FCM ou les membres affiliés en règle présents au Congrès ont droit de parole. Tous les porte-parole doivent s'identifier, nommer leur municipalité ou association, et limiter la durée de leurs observations à deux minutes.
- 6.7. Aucun délégué n'a le droit de parler plus d'une fois au sujet d'une résolution à moins que tous les délégués désireux de se prononcer aient pu le faire.
- 6.8. Les propositions de modification des résolutions dépassant quatre (4) mots doivent être présentées par écrit au président de la séance plénière sur les résolutions, afin de s'assurer que le vote portera sur le bon libellé et qu'elles puissent figurer dans le compte rendu officiel.
- 6.9. Si un délégué au Congrès souhaite apporter faire modifier la catégorisation d'une résolution, le président demande un comotionnaire et la tenue d'un vote aux deux tiers de la majorité sur la reclassification avant de permettre un débat sur la résolution.
- 6.10. Les motions de renvoi d'une résolution peuvent être présentées en tout temps. En pareils cas, la discussion doit porter uniquement sur le bien-fondé de la motion de renvoi.
- 6.11. Les motions visant à renvoyer une résolution sont renvoyées au Comité exécutif ou au Comité permanent compétent pour examen ou au personnel pour une analyse plus approfondie.
- 6.12. À l'issue du débat, il est procédé à un vote sur la ou les clauses importantes de la ou des résolutions en question, ainsi que sur la catégorisation.
- 6.13. Seuls les représentants dûment accrédités des membres de la FCM et des membres affiliés en règle ont le droit de voter sur les résolutions. Ils le font en établissant qu'ils sont admissibles à voter au moment du vote ou en utilisant les dispositifs de vote qui leur sont assignés.

---

*Adopté en juin 1998 au Congrès annuel de la FCM*

*Révisé en novembre 2017, à l'occasion de la réunion du Conseil d'administration*



## ADMINISTRATIVE REPORT

Report Date: June 26, 2018  
Contact: Brad Badelt  
Contact No.: 604.673.8165  
RTS No.: RTS 12382  
VanRIMS No.: 08-2000-20  
Meeting Date: July 25, 2018

TO: Standing Committee on Policy and Strategic Priorities  
FROM: General Manager, Planning, Urban Design and Sustainability  
SUBJECT: Sea Level Rise Planning Update

### **RECOMMENDATION**

- A. THAT Council receive the following report for information regarding the key outcomes of the Coastal Flood Risk Assessment project and proposed next steps in implementing coastal flood protection in the City's vulnerable areas.
- B. THAT Council instruct staff to prepare and bring forward for consideration for referral to public hearing amendments to the Zoning and Development By-law to establish requirements for safe and flood resilient development in flood plains with applicable policies, guidelines and any consequential by-law amendments.
- C. THAT Council direct staff to develop by-laws, regulations, and policies to guide the design of engineered shoreline flood protection such that it is adaptable and built to a consistent performance standard.
- D. THAT Council approve up to \$500,000 in funding from the City's 2018 Innovation Fund, contingent upon securing matching external funds, to support the implementation of a sea level rise design challenge that will engage local, national, and international experts, residents and businesses to develop implementable, cost-effective and holistic solutions for the City's most flood-vulnerable areas.

### **REPORT SUMMARY**

This report provides Council with a summary of the key outcomes of the third and final phase of the Coastal Flood Risk Assessment (CFRA) program, as well as an outline of the next steps of the City's sea level rise planning efforts. The CFRA project has provided the City with a thorough understanding of its risk and vulnerabilities with sea level rise, and a roadmap for moving forward with implementation. This report seeks Council's approval on several key next steps. First, the report recommends that the

City's Zoning and Development By-law be amended to ensure that new developments provide adequate setbacks from the coastline to allow for future flood infrastructure. The report also recommends by-laws, regulations and policies be developed to guide the design of coastal flood protection infrastructure, to ensure that it meets a consistent performance standard and is adaptable over time. Lastly, the report recommends the City launch a sea level rise design challenge to advance solutions for the most flood-vulnerable areas. With roughly \$1 billion of flood management infrastructure needed in Vancouver by 2100, building public awareness and support will be critical. A high-profile design challenge, modelled on successful programs implemented in New York City and San Francisco, would engage local, national and international experts, along with local residents and businesses, to co-develop implementable designs. This approach is expected to deliver outcomes that are more holistic, and with greater community buy-in, than a traditional public consultation process.

### ***COUNCIL AUTHORITY/PREVIOUS DECISIONS***

April, 1986: City Council endorsed specific flood-proofing policies for the Southlands flood plain.

January, 1987, City Council added Provincial flood-proofing standards to the Southlands policies and for other flood plain areas adjacent to the Fraser River, False Creek, Burrard Inlet, and English Bay. The Vancouver Charter was subsequently amended to enable implementation of flood-proofing policies via the City's building permit process. The policies were amended in 1995 and again in 2007.

July 2012: City of Vancouver approved the Climate Change Adaptation Strategy, recommending that staff undertake a suite of priority actions, including conducting a Coastal Flood Risk Assessment program to determine the potential impacts of sea level rise on the coastline of the City of Vancouver.

May 2014: The results of the first phase of the Coastal Flood Risk Assessment were presented to Council, along with information about proposed Phases II and III. Council approved raising the flood construction level from 3.5 m to 4.6 m within an expanded flood plain area to improve flood resilience of new buildings. The Vancouver Building By-law was amended to reflect these changes.

November, 2016: Staff presented the results of the second phase of the Coastal Flood Risk Assessment to Council, which including a high-level evaluation of response options for each of the flood-vulnerable areas in the City.

### ***CITY MANAGER'S/GENERAL MANAGER'S COMMENTS***

The City Manager supports the approval of the foregoing recommendations.

## **REPORT**

### **Background**

#### *Sea level rise and flood risk*

Vancouver, like other coastal cities around the world, will experience sea level rise and increasingly intense storm surge events over the coming decades and centuries due to climate change. Based on modelling results from the Intergovernmental Panel on Climate Change, the BC government recommended in 2011 that local governments plan for 1 metre of local sea level rise by 2100, and an additional 1 metre by 2200. The province's recommendation is expected to be updated following the next IPCC report, in 2022.

The City of Vancouver has been an early leader in planning for sea level rise. In 2012, Council approved the City's first Climate Adaptation Strategy. Within that strategy, the Coastal Flood Risk Assessment (CFRA) program was recommended as the top priority action. Over the past six years, the CFRA program has modeled a range of sea level rise and storm surge scenarios, assessed how the City might be affected by these flood hazards, and identified what options exist to adapt our coastline and minimize harmful impacts of flooding. Phase I of the CFRA was completed in 2014, Phase II was completed in 2016, and Phase III, the final phase of the CFRA program, was completed in June 2018.

#### *CFRA Phase I*

The first phase of the CFRA project modelled and mapped the current (e.g. 2013) and future flood hazard (e.g. 2100 and 2200) risk in Vancouver under different storm surge scenarios. These scenarios were recommended by a technical advisory committee that included the Province, regional government, academics and staff. A complex computer model, with detailed topographic data, was used to determine flood extent and depth under each of these scenarios, across the entire city. The modelling approach used has since been adopted by the Province and other organizations, including the Fraser Basin Council, to model regional flood hazard.

CFRA Phase I confirmed that Vancouver is most vulnerable to flooding caused by the combined effect of a coastal storm surge and a king tide (exceptionally high tides that typically occur in December and January) rather than river-related flooding caused by spring run-off. In addition to mapping the areas vulnerable to flooding, Phase I also identified the community assets, infrastructure and buildings at risk to flooding over time. With one metre of sea level rise and a major storm surge event (0.2% AEP storm surge event<sup>1</sup>), approximately 13 sq. km of land and buildings valued at \$7B (2013 land value assessment) is vulnerable to flooding in Vancouver. This information highlighted the importance of planning now for sea level rise and of prioritizing our efforts, such that critical infrastructure and vulnerable populations are protected first.

---

<sup>1</sup> AEP – Annual Exceedance Probability. This is a measure of the likelihood and size of a storm and its increased water levels. In this case a “major storm” means that there is a 0.2% chance of a major storm surge event occurring in any given year. A 0.2% AEP storm surge event may also be described as a 1:500 year storm surge event.

At the completion of Phase I, Council approved an amendment to the Vancouver Building By-law to increase the minimum flood construction level (FCL) from 3.5 m to 4.6 m (geodetic). The FCL applies to new construction in the flood plain area and is based on one metre sea level rise combined with a 1-in-500 year storm surge. At that time, the City's designated floodplain was also updated (Appendix A – City of Vancouver Flood Plain map). Most neighbouring municipalities have now also raised or are in the process of raising their FCL to similar levels.

### *CFRA Phase II*

CFRA II executed a high-level assessment of flood management options for flood hazard areas within the City, in order to inform future public consultation. As part of Phase II, a high-level scan was completed of flood management best practices implemented in other leading jurisdictions around the world. Through the Phase II work, it became clear that much of Vancouver's coastline will likely require flood protection, due to the high value of the park space and amenities, industrial land, critical infrastructure and—in some cases—the large number of residents in these areas. Phase II also highlighted that preferred approaches will need to emphasize cost effectiveness, adaptability over time, and, wherever possible, should offer co-benefits such as habitat restoration and enhanced walking and cycling paths.

### *CFRA Phase III*

The final phase of the CFRA program delivers a tool, referred to as the Sea Level Rise Planning Framework (Appendix B – Sea Level Rise Planning Framework), that uses outputs from CFRA I and II and a risk-based methodology to prioritize flood management planning and implementation across the city. The methodology uses information such as sea level rise projections, ground elevations, asset information, and risk tolerance to produce a timeline of when specific assets or infrastructure will require adaptation measures, and when larger-scale measures need to be in place.

For example, a particular area of the city may not need flood protection until 2050, but a park located along the shoreline within that area may need to be gradually raised before then to avoid frequent nuisance flooding. Similarly, a particular piece of infrastructure, such as a sewer pump station, may need to be raised or flood-protected prior in advance of having area-wide flood protection infrastructure in place, due the critical nature of the pump station. The Sea Level Rise Planning Framework will enable the City to make appropriate capital planning decisions moving forward, such that flood protection infrastructure is in place when needed.

The framework does not tell the City what to do in terms of designing adaptation actions. Rather, it takes a “pathways approach” to planning for sea level rise by acknowledging that while not all decisions can be made now, they can be anticipated, prioritised, and prepared for while remaining responsive to changing circumstance such as re-development, future climate change uncertainties, and stakeholder values. In addition, CFRA Phase III provides guidance as to how the City can monitor local sea levels and integrate updated sea level rise information into land-use and infrastructure decisions (described further in Appendix C—Sea Level Rise Monitoring Plan). Together, the tools developed through CFRA Phase III will help guide the prioritization and implementation of coastal flood protection moving forward.

## **Strategic Analysis**

The CFRA program has provided the City with a comprehensive understanding of our flood risk and vulnerability, and a high-level understanding of the potential options available to protect or adapt various areas of the City. The next phases of work will focus on implementation, using the tools and information gained through the CFRA project.

### *By-law and policy development*

In 2014 the Vancouver Building By-law was amended to raise the flood construction level of new buildings in designated flood plains. To ensure adaptation at the broader neighbourhood level, staff recommend amending the Zoning and Development By-law to ensure that flood plain development is done in a manner, through the provision of an adequate flood setback, that protects people, property, and the natural environment from the consequences of flood hazards and to enable future flood management infrastructure (Recommendation B). Securing an adequate setback at the time of develop is critical as it will enable future infrastructure to be adaptable over time. Failure to secure space now could mean more costly—and less desirable—solutions in the future.

In addition to amending the Zoning and Development By-law, staff are proposing to bring forward by-laws, regulations, and policies to guide the design of shoreline flood protection, to ensure that this infrastructure is adaptable and built to a consistent performance standard (Recommendation C). There is a need to have a consistent performance standard for flood protection in place now, as opportunities to design and implement flood protection in specific locations will arise in the coming years as part of capital projects and new development applications. The by-laws, regulations and policies will ensure flood infrastructure is properly built, but will need to also enable flexibility and unique planning and design considerations from one area to the next.

### *Critical infrastructure assessment and funding strategy*

As part of shaping future adaptation approaches, more information about regional critical infrastructure and tools to fund coastal flood protection is needed. In partnership with the City's Chief Resilience Officer and Office of Risk Management, staff will pursue a critical infrastructure analysis that focuses on determining the interdependencies of critical infrastructure and the potential impacts of flooding on those systems. This type of "cascade analysis" will bring together critical asset owners (e.g. Fortis, BC Hydro, TransLink, etc.) to determine how infrastructure failures could impact Vancouver services and residents. This type of exercise will help further prioritize capital planning needs moving forward for both the City and other asset owners.

In addition, staff will also begin developing a long-term funding strategy to support implementation of coastal flood protection. The long-term funding strategy will identify criteria, tools, and funding opportunities available to the City of Vancouver that could be used to support the planning and construction of flood management infrastructure. The cost of implementing flood management solutions will depend on the options selected. It is important to note that coastal flood protection is not the sole responsibility of the City, as strategic partnership and long-term funding commitment from senior levels of governments is crucial for a sustainable program. Staff will report back to Council at a

future date with more information about funding requirements, revenue options and a sustainable financial strategy for flood management over the longer term.

### *Sea level rise design challenge*

In 2017 and 2018 staff conducted a public awareness campaign around sea level rise that engaged roughly 15,000 people. By the end of the campaign, it was clear that awareness of sea level rise and local flood risk was relatively high, and many people were interested in participating in future planning efforts. Staff have also hosted several workshops with Fraser River residents and businesses this spring, and supported a similar workshop hosted by the Musqueam First Nation. The response from workshop participants has been quite positive, with participants expressing interest in exploring future adaptation approaches and being part of the planning process moving forward.

In parallel, staff have been exploring models for community engagement from around the world that address large-scale, complex challenges like sea level rise. One such model is the 100 Resilient City program, “Rebuild by Design”. Coastal cities such as New York City and San Francisco have carried out Rebuild by Design programs in response to Superstorm Sandy (New York City) and in anticipation of the impacts of sea level rise and coastal storms (San Francisco). Design challenges like Rebuild by Design typically require consulting teams to draw from both local and international expertise, as well as from a diverse range of perspectives (e.g. engineers, biologists, indigenous, social and economic advisors, etc.). In addition, the design challenge model requires the design teams to work closely with residents, businesses and other stakeholders to ensure that the proposed solutions reflect local priorities and concerns.

Like New York City and San Francisco, the City of Vancouver must address the new and complex challenges of sea level rise with innovative tools and processes. The City must start planning and engagement now as adaptation solutions are required in some areas now, others by 2050, and most by 2080. Over the next year staff will plan and seek grants to support an innovative sea level rise design program that will:

- Engage and educate residents and businesses about climate change, sea level rise and flood risk;
- Attract diverse thinkers and designers, both locally and internationally, who specialize in disciplines such as public engagement, urban design, flood management, and green infrastructure; and
- Deliver conceptual designs for shoreline flood protection that are holistic, cost-effective and implementable.

With an estimated \$1 billion of flood management infrastructure needed in Vancouver by 2100, building public awareness and support is critical. The benefit of a design challenge approach, as compared to traditional public consultation, is that it can build community support through participation in the design process. Further, a design challenge can result in more holistic solutions that address not only sea level rise, but also habitat enhancement, improvement to local walking and cycling facilities, as well as other social and economic benefits. Lastly, a design challenge can elevate the profile of sea level rise, beyond what a traditional public consultation process might achieve.

To that end, staff recommend funding be approved to support the development and launch of a sea level rise design challenge, as a way to engage residents and business



and advance coastal resilience solutions in the City's most flood-vulnerable areas (Recommendation D). Staff propose that the focus of Vancouver's sea level rise design challenge be False Creek and along the Fraser River, but that neighbouring municipalities and other organizations be approached as well, to potentially broaden the scope to a more regional effort.

## ***Implications***

### ***Financial***

The report recommends that up to \$500,000 be allocated from the City's 2018 Innovation Fund to support the planning and implementation of a sea level rise design challenge for the City's most flood-vulnerable areas. This engagement and design work is a necessary next step to advance the City's sea level rise work. The program will deliver comprehensive engagement programming and conceptual coastal flood management designs. Staff will be required to source a minimum of \$500,000 of matching external funds in order to receive the City's funding (Appendix D).

Staff will commence work on developing a sustainable financial strategy and senior government partnership opportunities to advance the implementation of coastal flood protection and report back to Council for consideration.

### ***Environmental***

Vancouver's coastline includes important habitat for fish, birds and other wildlife that is locally and globally significant. Intertidal habitat will be impacted, reduced, and squeezed over time with sea level rise. Thoughtful planning for sea level rise can create opportunities to restore and replicate intertidal habitat by using softer—and greener—flood management approaches that also protect waterfront properties.

## ***CONCLUSION***

Adapting to sea level rise will be a long-term ongoing process. The CFRA project has identified where and how the City of Vancouver is vulnerable to coastal flooding, and provided approaches and timelines for implementing adaptation measures. With the information gained through the CFRA project, the City is now well positioned to begin implementation. To that end, staff recommend that amendments to the Zoning and Development By-law be brought forward for consideration to ensure buildings are adequately setback from the coastline, and that new bylaws and policies be developed to guide the design of flood protection in the City. Further, this report recommends funding be provided to support the development and launch of a sea level rise design challenge, as a way of engaging with residents, businesses and stakeholders and advancing design solutions to make Vancouver's coast more resilient.

\* \* \* \* \*

**City of Vancouver Flood Plain map**  
**(from the City of Vancouver's Flood Plain Standards and Requirements)**

**Appendix B - Flood Plain Diagrams**

Diagram A1: Burrard Inlet, English Bay, False Creek and Fraser River Flood Plains

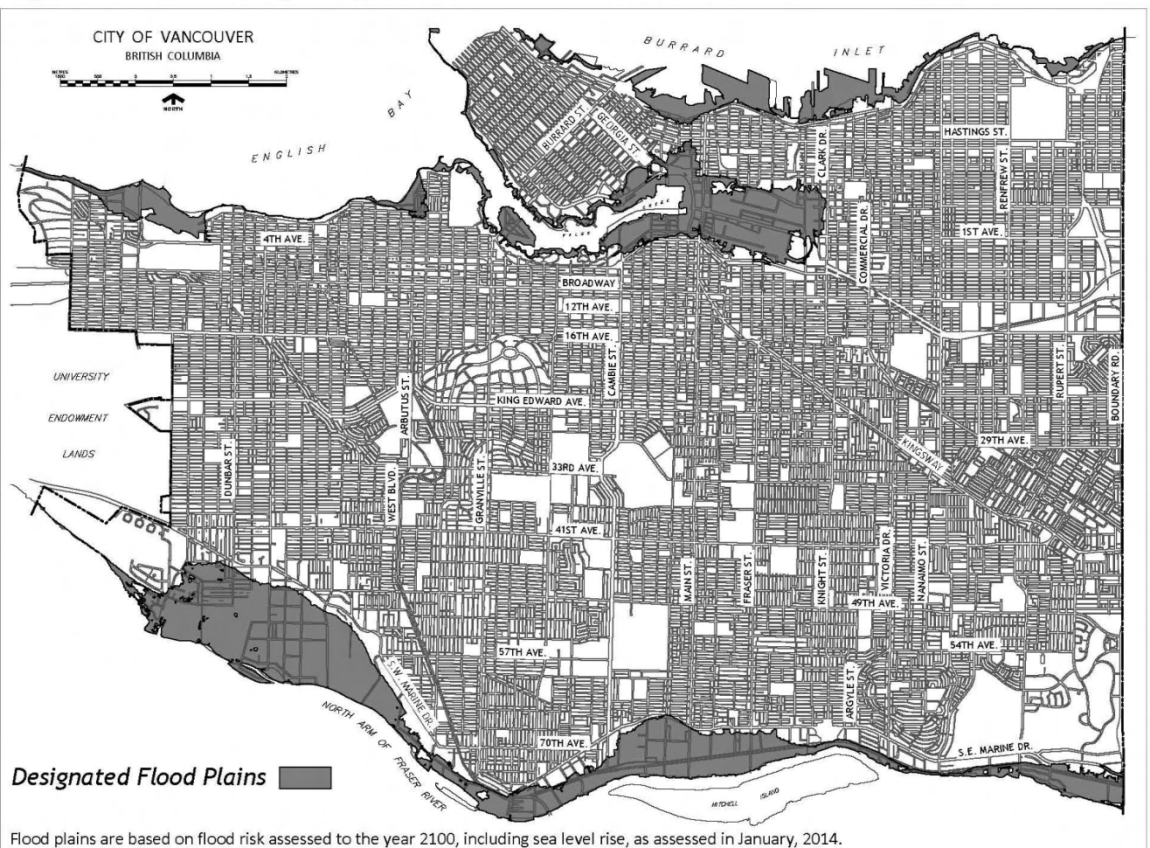
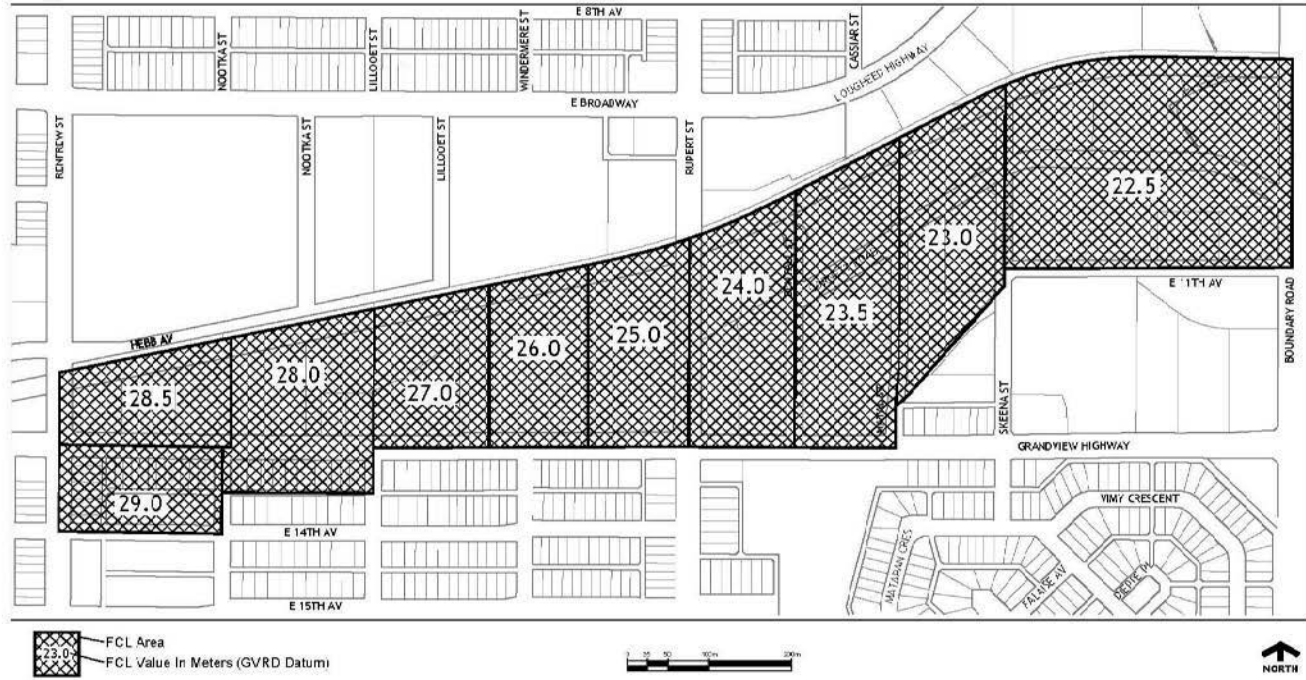


Diagram A2: Burrard Inlet, English Bay, False Creek and Fraser River Flood Plain Wave Effect Zone



Diagram B: Still Creek Flood Plain and Flood Construction Levels



## Sea Level Rise Planning Framework

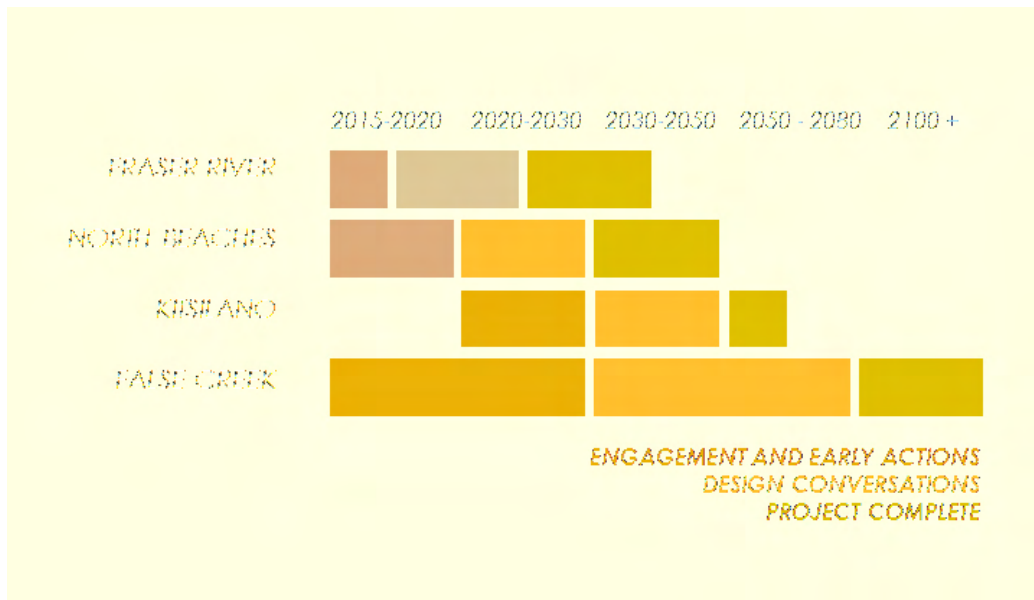
Vancouver, like all coastal cities around the world, will experience sea level rise and increasingly intense storm surges over the coming decades and centuries. In accordance with a recommendation from the Province, the City is planning for one metre of sea level rise by 2100, and two metres by 2200. The Coastal Flood Risk Assessment (CFRA) project was undertaken to better understand the City's risks and vulnerability to coastal flooding over time, and to provide a high-level road for implementing solutions.

As part of the CFRA, a set of guiding principles was established to help steer the City's sea level rise planning efforts:

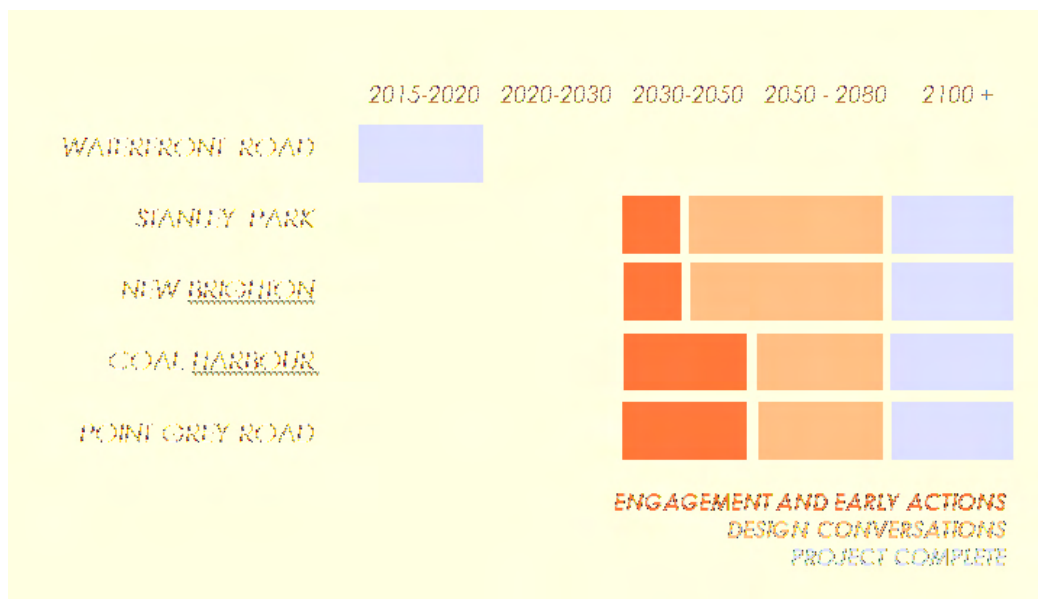
- Use the best available science and practice adaptive management;
- Seek adaptable, green and robust solutions that can be phased over time;
- Seek flexible “no regret” actions with co-benefits;
- Pursue funding strategies based on value and equity;
- Take advantage of opportunities that arise through infrastructure lifecycles and land redevelopment;
- Take a risk-based approach; and
- Be resilient by providing redundancy.

Through the outputs of the CFRA project, it is clear that the flood risks faced by the City are not homogeneous. Some areas will flood sooner or more frequently than other areas, due to their elevation or exposure to the ocean. Flood-vulnerable areas also vary in terms of the specific assets at risk (e.g., infrastructure, buildings, public amenities, etc.). Given these variations, planning and implementing flood management across the City must be done using a strategic, risk-based manner that allows for flexibility and adaptation over time.

Based on the outputs of CFRA Phases II and III, a timeline was created to help guide flood management planning going forward. The timeline, which identifies thresholds for engagement, design and implementation, is presented in Figures 1 and 2 below.



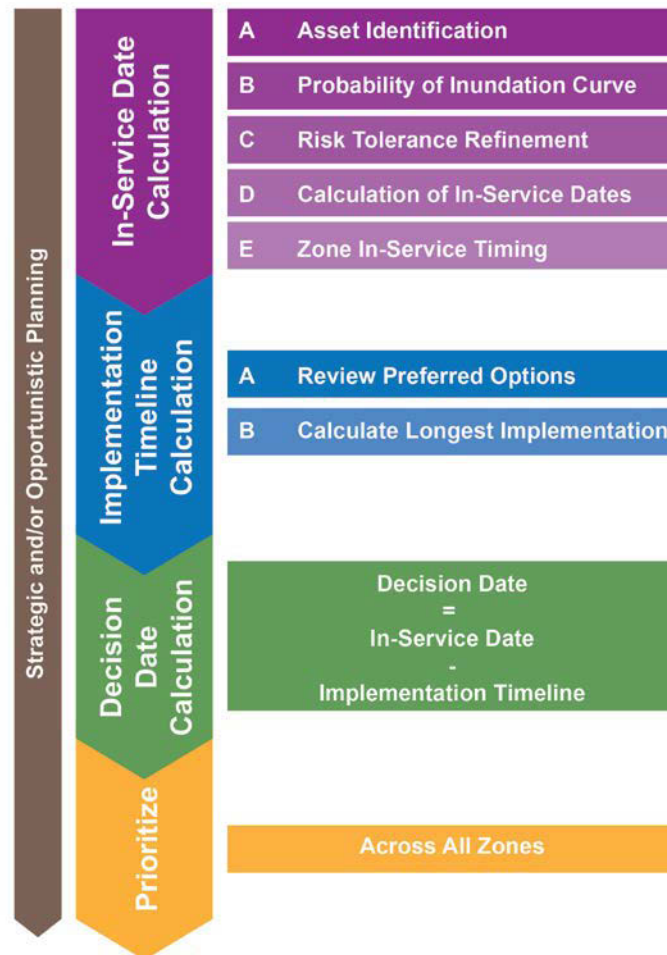
**Figure 1: Timeline for implementing engagement, design and construction for major flood hazard areas in Vancouver.**



**Figure 2: Timeline for implementing engagement, design and construction for secondary flood hazard areas in Vancouver.**

The final phase of the CFRA program provided a tool, the Sea Level Rise Planning Framework (Figure 3), to further prioritize flood management efforts. The methodology uses information such as sea level rise projections, ground elevation, asset mix, and risk tolerance. On a site-by-

site basis, the Sea Level Rise Planning Framework produces a timeline of when specific assets and zones will require adaptation interventions, in response to nuisance, moderate, and major flooding between now and 2100. The timeline enables staff to identify and prioritize investment and planning needs around the coastline.



**Figure 3: The Sea Level Rise Planning Framework provides a step-by-step methodology to determine when specific assets as well as zones need to be protected or adapted.**

The Sea Level Rise Planning Framework can support decision-making in several ways:

1. At a zone-level, the framework can be used to make decisions about individual assets and/or the zone as a whole. It can help the City understand how small actions (like retrofitting a single asset) can buy time for an expensive zone-level adaptation action. The range of available approaches becomes apparent once the framework is applied.
2. At a City-level, once the framework is applied to all zones, the results can be used to inform prioritization of actions across zones. For example, zones with earlier drop-dead dates may be prioritized over others with later dates. This framework therefore provides

a robust and transparent method to support what will be difficult decisions for City Council.

3. At both the zone and City-level, the components of the framework (asset maps, timelines, etc.) can be used to support engagement and education of the public, stakeholders and City staff. The framework can also be used to support the case for funding (from senior-level governments) for adaptation dollars.



## Sea Level Rise Monitoring Plan

For the purposes of this and earlier work, the B.C. guideline of 1 m of sea level rise by the year 2100 has been adopted. However, we expect that as science progresses, and as time passes and we better understand how much sea level rise has already occurred locally, that the sea level rise curve will shift. The rate of sea level rise will impact the implementation timing outlined in the Sea Level Rise Planning Framework.

Global SLR trends are being studied and monitored globally by climate scientists. The Intergovernmental Panel on Climate Change (IPCC) has produced Assessment Reports on the state of knowledge on climate change at regular intervals since 1990. The most recent report is the Fifth Assessment Report (AR5) which was finalized in November of 2014. In the past these reports have been released about every 6 years, therefore the next update could reasonably be expected in the year 2020 (Sixth Assessment Report -AR6), although it could be later.

The City of Vancouver should monitor federal and provincial interpretation of IPCC AR6 for guidance on sea level rise and total water level. Federal and provincial policy could provide updated guidance that the City should work to comply with based on its alignment with best practice and the latest science. If these policies are not updated in a timely fashion, however, regional partnerships could help support updates to the framework.

The City of Vancouver should work with municipal partners in the lower mainland and possibly more broadly in the Pacific Northwest to update the framework in the case of a lack of guidance of higher levels of government. Other municipalities such as the City of Surrey are actively working on monitoring and adapting to coastal hazard with SLR. Other jurisdictions in Washington State, Oregon, and California may provide to be valuable partners in updating guidance.

Data sources and expected timeline updates to sea level rise projections and total water components are summarised in Table 1. There are also regular tasks required to monitor sea level rise and total water levels. In addition there are milestones to watch for as they indicate that that valuable new information has been released or a funding opportunity may be available. (Table 2)

Component	Source	Expected Updates
Global sea level rise	IPCC AR 6	2022
Regional sea level rise	Natural Resources Canada Environment and Climate Change Canada Province of BC with Pacific Climate Impacts Consortium (Scoping Study)	Approx. 2024  December 2018 (based on AR5) and 2024 with updates from AR6  December 2018
Regional sea level rise and policy guidance	Province of BC (Ministry of Forests, Lands, Natural Resource Operations and Rural Development or Climate Action Secretariat)	Unknown, but after IPCC AR6
Local sea level rise and total water level	Canadian Hydrographic Service Pt. Atkinson Gauge  Neighbouring municipalities statistical analyses	N/A  Fraser Basin Council (December 2018) North Shore municipalities (December 2019)

**Table 1.** Data sources and expected timeline updates to sea level rise projections and total water components.

<b>Winter Monitoring</b>
<ul style="list-style-type: none"> <li>• Total water level predictions for winter storms from StormSurgeBC</li> <li>• Follow schedule, triggers and actions from Fraser River Operational Monitoring Plan (2017)</li> </ul>
<b>Annual Review</b>
<ul style="list-style-type: none"> <li>• Perform basic statistical calibration and review of new gauge data and other gauge data utilized in emergency response guidelines and mapping tools.</li> <li>• Check-in with neighbouring local and regional governments and regional initiatives               <ul style="list-style-type: none"> <li>○ Fraser Basin Council Lower Fraser Flood Management Strategy</li> <li>○ Metro Vancouver</li> <li>○ North shore municipalities (January 2020), City of Richmond, City of Delta, City of Surrey</li> </ul> </li> </ul>
<b>Milestones and Actions</b>
<ul style="list-style-type: none"> <li>• Early 2022 – release of IPCC’s AR6</li> <li>• Early 2024 – anticipated release of updated federal report on sea level rise from Natural Resources Canada.</li> <li>• 2024 – if no provincial or federal report is released by 2024 work with partners to develop update for Vancouver, BC, and/or Pacific Northwest.</li> </ul>

**Table 2.** Monitoring and milestone schedule for sea level rise and coastal flood hazard information.

**Alignment of Financial Support for “Sea Level Rise Design Challenge” with Innovation Fund Guidelines**

Innovation Fund Guidelines	Project Alignment
<p>Aligns with City priorities</p> <p>Supports transformation and innovation in meeting City goals</p>	<p>The City of Vancouver is a recognized world leader in climate change mitigation and adaptation. The proposed Sea Level Rise Design Challenge directly supports the Climate Change Adaptation Strategy as well as, indirectly supporting, the Healthy City Strategy, Greenest City Strategy and the Rain City Strategy.</p> <p>Previous recommendations:</p> <ul style="list-style-type: none"> <li>• Comprehensive city-level public engagement focussing on education and exploring adaptation options was recommended to a Council workshop on November 2, 2016 in the presentation titled Preparing for Sea Level Rise, Climate Change Adaptation Strategy Update as part of Phase II of the Coastal Flood Risk Assessment.</li> <li>• This project directly supports the 2017 Corporate Plan, Short-Term Priority 6F. Sea Level Rise Planning: “Ongoing implementation activities related to sea level rise planning, including the advancement of the Southlands and Fraser River flood protection programs.”</li> </ul> <p>This project supports the City to take bold steps to plan for sea level rise now in order to prevent future risks and avoid major costs down the road.</p>
<p>Leverages 1:1 third-party investment</p>	<p>The use of Innovation Fund will be contingent upon securing at least 50% matching external funds.</p>
<p>One-time opportunity (2-year maximum) \$500,000 maximum/2 years</p>	<p>Request is for \$500,000 in funding. Funding may be allocated over a period of up to two years, in order to support planning and implementation of an innovative sea level rise engagement and</p>

	design program.
Demonstrates clear outcomes and transformation toward City of Vancouver goals	<p>For the Fraser River and False Creek flood plain areas, this is an opportunity to:</p> <ul style="list-style-type: none"> <li>• Make the City of Vancouver a world leader in flood management design by convening multi-disciplinary teams that integrate knowledge from local, regional and international experts</li> <li>• Advance and accelerate technical knowledge, feasibility studies and long term planning which will support future funding opportunities and shape capital and asset management planning.</li> <li>• Create innovative and implementable adaptation solutions in a relatively short time frame</li> <li>• Engage communities in a very impactful way</li> </ul> <p>With approximately 13km<sup>2</sup> of the city at risk of flooding the Sea Level Rise Design Challenge provides an opportunity to advance resilience solutions across the City at a community-scale level and with input from residents, indigenous peoples, businesses and other experts.</p>



THE  
URBAN  
PROJECT

LE  
PROJET  
URBAIN

# Rental Housing in Canada's Cities: Challenges & Responses

BY STEVE POMEROY AND DUNCAN MACLENNAN

April 2019

PRESENTED BY / PRÉSENTÉ PAR

**FCM** FEDERATION  
OF CANADIAN  
MUNICIPALITIES

FÉDÉRATION  
CANADIENNE DES  
MUNICIPALITÉS

**M** | Maytree  
Poverty • Rights • Change

# Contents

Executive Summary ..... 3

1. Changes and Challenges ..... 7

2. Economic Growth and Housing Pressures..... 10

3. Current State of Rental Housing ..... 14

4. Considerations for the Way Forward ..... 27

5. Approaches to Improve Affordability..... 30

6. Conclusions..... 40

Annex I: Summary of potential measures to enhance  
the affordability of rental housing ..... 38

## About the Authors

**Steve Pomeroy** is a Senior Research Fellow at CURE, Carleton University and President of Focus Consulting Inc, Ottawa.

**Duncan MacLennan** lives in Nova Scotia and is Professor of Public Policy at the University of Glasgow, Scotland, and Professorial Fellow in Housing Economics at the University of New South Wales, Australia. He was Chief Economist at Infrastructure Canada (2004-2008) and lead author of the Harcourt report (2008).

## Acknowledgments

We wish to thank the **Urban Project Volunteer Advisory Working Group** for their assistance in guiding this research.

- **Derek Ballantyne**, Board Chair, CMHC
- **David Crenna**, Outgoing Director of Urban Issues, Canadian Home Builders Association
- **Sean Gadon**, Director, Affordable Housing Office, City of Toronto
- **Dan Garrison**, Assistant Director of Housing Policy, City of Vancouver
- **Josh Gordon**, Assistant Professor, School of Public Policy, Simon Fraser University
- **Graeme Hussey**, Director of Housing Development, CCOC / President, Cahdco
- **Alana Lavoie**, Director, Urban Affairs, Canadian Home Builders Association
- **Matti Siemiatycki**, Interim Director, School of Cities
- **Enid Slack**, Director, Institute on Municipal Finance and Governance

# Executive Summary

## Rental Housing in Canada's Cities: Challenges and Responses

Housing affordability pressures are a clear *national* challenge. They shape Canada's ability to compete for talent, to grow sustainably, and to provide an inclusively high quality of life. Moving forward requires deliberate national commitments to ensure Canadians can find a place to call home.

Yet the experience of these pressures is profoundly *local*—felt most deeply in our communities and neighbourhoods. So too are effective housing solutions, which respond to concrete local needs and fuel the progress of integrated plans for community development.

This paper was prepared for the Urban Project event in Vancouver on May 2, 2019: *Rental Housing in Canada's Cities: Challenges and Responses*. The paper is informed by an Advisory Working Group of subject matter experts from across the housing sector and focuses on the growing housing challenges in Canada's cities and metropolitan areas, particularly related to the affordability of rental housing.

## Changes and Challenges

For much of the last century, Canadian policy and programming have focused on facilitating access to ownership and on providing non-market social/affordable housing for low-income households. The nature and scale of current housing pressures in Canadian cities now demands a broader approach.

Canadian cities, much like cities in other OECD countries, are facing a trio of housing pressures including a growing need for subsidized housing for low-income households; persistent—and in some cases rising—homelessness; and sharply growing housing affordability pressures extending up to median-income households.

All three challenges must be tackled, but it is the third—housing affordability pressures faced by lower and median-income households, particularly renters—that is the focus of the paper. Addressing this challenge will have a direct and significant effect on the ability of cities, and by extension the nation, to attain the goals of economic growth, inclusion and environmental sustainability.

## Economic Growth and Housing Pressures

In the recent decades, Canadian cities have experienced accelerated economic, population and employment growth. Canadian cities are the high-productivity components of the national economy, with fully half of Canada's jobs located in the Census Metropolitan Areas of Toronto, Montreal, Vancouver, Ottawa-Gatineau, Edmonton and Calgary. This growth has generally led to rising incomes, rising housing demands and affordability pressures.



As the proportion of income a household needs to spend on rent increases, local economies are impacted. Labour market needs go unfilled as households are forced further away from job locations in cities to find rental housing they can afford, and the consumption of non-housing items by residents is reduced. This can inflate the costs of income security programs to governments and has an impact on congestion, transportation and transit systems.

But while cities and metropolitan areas are at the core of economic growth, they do not have the commensurate autonomy, tax revenues and partnerships needed to address housing pressures.

## **The Current State of Rental Housing**

Almost one-third of households in Canada are renters, yet fewer than one in ten new homes built in the last 20 years were “purpose built” as rental homes. The limited development of rental housing, starting in the mid-1980s, was the result of demographic trends, high development costs relative to rent revenue, unattractive tax treatment and the impact of condominium competition for multi-residential land.

The mismatch between proportion of renters and levels of rental construction was sustained by the historic stock of rental homes, most of which were created prior to 1990. Moreover, the homeownership rate jumped dramatically in the decade 1996 to 2006, such that many renter households transitioned to being owners, which removed demand pressures from the rental sector.

More recently, the steady homeownership upward trend ended. In 2016—for the first time ever—the homeownership rate declined in the context of sharply rising prices and macro-prudential policy that has limited access. And while rental construction has increased since 2014, it remains well below one-third of all construction. At the same time, the existing rental stock is being eroded through demolition and, more often, through the increase of rents above relatively affordable levels.

The combination of low levels of construction, the erosion of lower rent units and shifting demand (where would-be homebuyers are priced out and remain renters) is resulting in declining vacancy rates, which is pushing rents upwards. While vacancies in Edmonton and Calgary remain high, even here the last two years has seen a decline in vacancies.

So in most cities today there is an emerging rental crisis characterized by an absolute shortage of lower rent units compared to the number of lower income renters seeking housing, which is also affecting median-income renters, especially as new rental developments and investor-rented condominiums tend to rent units at well above affordable levels relative to the average renter income.

## Considerations for the Way Forward

Ensuring cities have the tools to do their part in meeting housing affordability challenges requires that they have the fiscal resources and partnerships to underpin actions. Given that tax dollars earned in cities are largely captured by provinces and Ottawa, but housing pressures are fundamentally local, a more integrated series of city-led but provincially and federally supported housing investment partnerships will be required. In particular, creating a policy environment that incents rental investment to increase the total and relative supply is essential, complemented by locally appropriate approaches that ensure a better mix of unit sizes at modest rents.

## Approaches to Improve Affordability

A range of approaches can drive greater affordability in rental housing. Just as different cities have different economic and demographic challenges, there is no one solution to addressing rental housing supply. Different approaches will require action—direct, enabling and complementary—by different actors; cities, other orders of government, non-profit and private sector actors. The required timeline to implement and the potential impact on affordability varies with each potential mechanism. The full paper outlines in greater detail the approaches and mechanisms summarized below.

Type of Approach	Potential Mechanisms
<b>Reduce Capital Costs</b>	Reducing cost of land; innovative design; waiving fees and charges, expediting approval process.
<b>Reduce Operating Costs</b>	Utility costs; align property tax rates; reform tax treatment of rental income.
<b>Low cost financing/favourable underwriting criteria</b>	Low-rate loans; finance aggregator.
<b>Planning and regulatory mechanisms</b>	Inclusionary policy; accessory suites and small infills; reduced parking requirements; expedited development approvals.
<b>Municipal Land Banking</b>	Cities acquire properties, especially near future transit/LRT; establish land trusts.
<b>Targeting certain types of investors/developers</b>	Incent and attract institutional investors; small investors in secondary market; enable non-profits to create intermediate market product.
<b>Address erosion of existing median-level rents</b>	Implement rental replacement bylaws; enable non-profit acquisition.
<b>Indirect mechanisms</b>	Enable First-Time-Buyer access in order to remove rental demand; promote and support student housing.

## Conclusion

Cities in Canada and around the world are undergoing a major transformation. Understanding the critical roles that housing plays in the broader economy and in productivity is the key to driving the strategic solutions needed to ensure cities remain productive, inclusive and sustainable. This will place housing at the centre of a range of critical municipal activities, especially economic development, infrastructure investment, transit development and planning.

While the paper focuses on rental housing given the affordability pressures renters in cities are increasingly facing in Canada, it remains critical to take a system-wide perspective when considering the potential solutions outlined in the paper. Otherwise, actions in the ownership sector can have significant repercussions in the rental sector.

A number of potential mechanisms that cities might draw on to expand the production of affordable rental housing, as well as to address the critical issue of the erosion of the existing affordable rental stock, are described in the paper.

# 1. Changes and Challenges

Safe, decent and affordable housing is the bedrock of the liveable, competitive cities—and the country—that we all aspire to build.

Leaders at every level of government in every region of the country have identified housing as a critical challenge to Canadians' quality of life and economic prospects in 2019.

Housing affordability pressures are a clear *national* challenge. They shape Canada's ability to compete for talent, to grow sustainably, and to provide an inclusively high quality of life. Moving forward requires deliberate national commitments to ensure Canadians can find a place to call home.

Yet the experience of these pressures is profoundly *local*—felt most deeply in our communities and neighbourhoods. So too are effective housing solutions, which respond to concrete local needs and fuel the progress of integrated plans for community development.

**In short, local solutions tackle national challenges. And among Canada's urban challenges and solutions, this paper focuses on the affordability of rental housing.**

For much of the last century, Canadian policy and programming have focused on facilitating access to ownership and on providing non-market social/affordable housing for low-income households. Yet policy-makers have paid less attention to broader housing outcomes—including how they shape, and are shaped by, local economies.

The nature and scale of housing pressures in Canadian cities now requires a broader approach. This approach must consider the role of housing as essential economic infrastructure. It must also recognize that affordability pressures are not limited to low-income households: lasting, systematic solutions must extend beyond non-market social/affordable housing.

## 1.1. Changes

For two decades, much of the focus has been on cities across the OECD economies. In Canada, this was the focus of the 2008 Harcourt report (Advisory Committee on Cities and Communities), which was followed by a decade of significant growth in population and economic output in metropolitan areas.

Canadian cities are recognized as high-productivity components of the national economy (OECD 2009), with fully half of Canada's jobs located in the Census Metropolitan Areas (CMAs) of Toronto, Montreal, Vancouver, Ottawa-Gatineau, Edmonton and Calgary. In that context, urban opportunities and challenges significantly define the nation.

At the same time, over the last decade, federal urban and housing policies were relatively weak. Since 2016-17, significant federal investment in city infrastructure, particularly transit, and the emergence of a well-funded National Housing Strategy has changed that trajectory.

Economic growth has changed, not diminished, housing affordability pressures. Since the early 1990s, growth in employment, income and population has coincided with widening income and wealth inequality. There is strong evidence that rising house prices and rents have helped drive those growing inequalities. Many believe that housing pressures are compromising the economic growth potential of cities, and thus the nation (Maclennan and Miao, 2019).

## 1.2. Challenges

Canada's urban housing pressures are complex in origin and impact. There is a trio of housing challenges typical of cities in growing OECD economies such as Australia, the USA, New Zealand, the UK—and certainly Canada<sup>1</sup>:

- a growing need for subsidized housing for low-income households
- persistent—and in some cases rising—homelessness
- sharply growing housing affordability pressures extending up to median-income households (renters, owners, prospective buyers).

Addressing this third challenge, particularly as it relates to renters—this paper's focus—will directly influence cities' ability to drive economic growth, inclusion and environmental sustainability. There is growing awareness that housing outcomes—including the quality, size, location, tenure and cost of homes—shape economic growth and productivity within metropolitan areas (Maclennan, 2018). City responses to housing pressures therefore must be set within a wider understanding of how housing shapes urban progress.

## 1.3. Responses

In 2017, the federal government launched Canada's first National Housing Strategy (NHS)—a 10-year, \$40-billion federal re-entry into the housing affordability space. Together with provincial and municipal responses to acute housing pressures—especially in Vancouver and Toronto—this has sparked a renaissance of housing policy innovation in Canada.

This renaissance is fuelled by growing anxiety among households at a range of income levels regarding the affordability of housing in cities. All of these factors are driving a new political economy for housing policy innovation in Canada. This is the context in which Urban Project participants will meet in Vancouver—to

---

<sup>1</sup> For a comparative discussion of the problems and possibilities see the *Shaping Futures Report* (Maclennan et al, 2019b) that discusses Canadian, Australian and British housing policy developments. It is available online at <https://shapingfutures.gla.ac.uk/wp-content/uploads/2019/03/ShapingFuturesChangingtheHousingStory.pdf>

creatively tackle the complex issues driving the disconnect between rent and income levels.

## 1.4. This Paper

Canada's public discourse on housing pressures has emphasized younger households being priced out of home-ownership; the equity sharing initiative in the 2019 federal budget are one response. This paper focusses on the growing and connected—and less examined—affordability pressures in the rental sector.

**Section 2** surveys broad developments in housing systems and outcomes over the last decade. **Section 3** provides additional detail on the rental sector in Canadian cities. **Section 4** identifies key considerations that policymakers should consider before moving forward. **Section 5** sets out possible approaches for improving the affordability of rental housing. (These are also outlined in chart form in Annex I). All parts of the paper are summarized in **Section 6**.

## 2. Economic Growth and Housing Pressures

Canada's big cities are leading the country in population and productivity growth, while lacking the autonomy and fiscal tools to address resulting housing pressures. Where construction does not increase in response to price growth, home prices can rise quickly. Rising demand for middle-income housing disproportionately impacts lower-income renters as rents rise faster than their sluggish incomes. And rising demand and prices both fuel speculation that compounds upward pressure on rents.

### 2.1. Growth

There have been two key developments in city economies in the OECD in recent decades. The first, and widely recognised, is that urban scale and density appear to have played significant roles in improving the efficiency of labour markets and innovation systems. This has led to rising productivity in most large cities such that by the start of the millennium, productivity rates in cities were rising above national averages (Glaeser and Gottlieb, 2009).

Second, for the very largest cities, new communications technologies as well as freer trade and financial deregulation have led some cities to effectively dominate the global economy (de Scott, 2001). This is most true of London, New York and Paris but it also applies to other metropolitan areas. Toronto, Vancouver and Montreal all display some of these key features. That is, growth may have occurred across all Canadian cities, but the scale and the sources of that growth vary by Canadian city. Related, there is some statistical evidence that the housing markets of Vancouver and Toronto have now 'unlinked' from the growth patterns in their provinces and indeed Canada as a whole, but are more connected to the global context (IMF, 2018).

These growth patterns are important for housing policy. First, they place the city and metropolis at the core of economic growth, but not with the commensurate autonomy and tax revenues needed for addressing housing pressures. Secondly, that in some cities where growth is truly driven by global factors, addressing housing pressures and enabling urban progress broadly is more complex (Maclennan and Miao, 2019). This means that intervention by other orders of governments, whether in tax policies or financial stability measures, must recognise that urban economies and local housing markets are not homogenous.

Consistent with the accelerated economic growth experienced by Canadian cities, population, household and employment growth have risen fastest in existing metropolitan areas. The largest metropolitan areas have, with some exceptional periods, grown fastest and other metropolitan areas have nonetheless grown

faster than regional or rural areas. This growth has generally led to rising incomes and rising housing demands.

## 2.2. Supply Responses

Growing housing demands impact local housing supply systems. There are several studies that estimate the price elasticity of the supply of housing for metropolitan areas in the United States (Glaeser and Gyrko, 2018). These studies effectively indicate the extent to which growth results in either increased prices or increased housing supply, and results are mixed. There are few empirical studies for Canada but Kahler (2014) estimates that housing supply elasticities for Canadian metropolitan areas are low, at 0.2. The implication is that the housing construction sector is largely insensitive to house price changes and that growth will mean rising housing costs.

The US supply-side research on housing elasticity has drawn strong policy conclusions by laying the blame for inelastic supply and growing prices at the door of municipal and metropolitan planning authorities (Glaeser and Gyrko, 2018). These policy conclusions challenge cities to relax planning regulations. The Glaeser-Gyrko argument is powerful, but it is not proven. Restrictive regulations may hamper supply but there are a range of other potential causes of inelasticity including speculation, local building sector monopolies and market failures, and shortages of infrastructure investment (Maclennan and Miao, 2019). More broadly, municipal regulations serve important policy purposes in reducing uncertainties facing developers and shaping the nature of the growth and density that a city wants. In the absence of definitive research in the Canadian context in this area, the question of the relationship between local planning regulation, housing supply and price growth needs to be explored in order to understand the role of the housing supply chain on housing affordability.

## 2.3. System Pressures

Where population and employment grew fastest in Canada in the recent period, housing prices and rents rose fastest too (CMHC 2018). In particular, the inflation rate of the price of homes in major metropolitan areas has run ahead of other cities, towns and rural areas for sustained periods. That divergence has slowed but not disappeared. The growth of home prices is related to growing rental rates, as will be more fully explored in the next section of the paper.

## 2.4. Implications for Renters in the Economy

Rising home prices are usually only the first sign of housing market challenges. Growth in middle-income demand for housing typically disproportionately impacts low-income renters as rental rates rise much faster than the sluggish incomes of households in lower income deciles. Indeed, the proportion of income needed for rent has increased most for those at the lower end of the income scale. This has a major impact on the productive economic capabilities and participation of low-



income individuals and households<sup>2</sup> (Von Scheel 2017; Fitzpatrick, et al., 2018; Pawson, et al., 2018).

For households forced further away from job locations to find rental housing they can afford, this imposes significant reductions in labour market productivity (Maclennan, 2019) and household income potential. Statistics Canada reported in the 2016 Census that 10 percent of households living in CMAs had commuting trips of an hour or more. Additionally, as renters spend a greater proportion of disposable income on rent, their ability to consume non-housing items is reduced, impacting local economies. At a higher level, this phenomenon inflates the costs of income security programs to governments (Parsell, et al., 2017). These economic and environmental costs driven by the unaffordability of housing need to be at the forefront of housing policy-making.

## 2.5. Housing as an Investment Tool

The growth of housing demand and rising prices in cities have meant that homeownership not only serves a residential purpose with an element of savings/income-earning, to now a more speculative investment venture.

Households with savings and retirement income are now viewing the purchase of a home in order to rent it as a rational investment strategy as housing shortages drive up rental returns making renting easier. CMHC (2018) reports that the share of tax-filing households with rental property income has increased over the last decade, and more rapidly than for other sources of income. The combined price growth of home and rental income returns usually exceed returns on other available financial assets. This augmented demand for homes to rent raises competition (and thus prices) for smaller properties, especially those which would typically be the target of first-time homebuyers. The implication is that affordability pressures for renters are exacerbated in lockstep with their inability to compete with investment-buyers in order to move into ownership, which would free up rental units and moderate price pressures.

The growth of short-term rentals in cities is also relevant here, especially through Airbnb, which has created a further flow of demand for properties in metropolitan markets that would otherwise be available for renters or, in some cases, first-time buyers.

The overconsumption of housing is a related element. The speculative reasons homeowners over consume housing—that is, they buy or hold onto owned property that has an excess of rooms and space relative to their needs—may be largely the same as trends noted above in that they view housing as their best investment. Addressing the speculation in under-used property could make substantial gains for renters but has largely been unexplored by policy-makers.

---

<sup>2</sup> Key references, homelessness since 2000.

The ability of capital to flow to housing investment and purchase across national boundaries has risen markedly in the last 30 years (Smith and Searle, 2010). In the UK, Canada and Australia, Chinese investors are regarded as key sources of speculation in, for example, in London, Vancouver, Toronto, Sydney and Melbourne. RBC identified neighbourhoods-submarkets within the major metropolitan areas in Canada that displayed foreign purchase rates of between 7 and 10 percent (RBC 2017). Vancouver, Toronto, Montreal and Halifax are the cities in Canada with the largest shares of non-resident purchases. Recently CMHC announced revised figures for Vancouver that suggest foreign ownership rates are more than double those recorded in the figures initially provided. While Canadian house price booms are not manufactured in Beijing, tightened housing markets in Canada are now drawn into global flows of housing finance and demand in ways that further reinforce home price increases that are at odds with the local tax and resource tools needed to address this aspect of the housing challenge.

### 3. Current State of Rental Housing

In 2016, the proportion of Canadians who rent rather than own their home grew for the first time. Almost one-third of households are renters, yet considerably less than one-third of construction is purpose-built rental housing. Rental housing that's affordable to mid- to low-income households largely remains in buildings constructed in the 1960s and 1970s. But as older buildings fall into disrepair, are demolished or are rehabilitated with corresponding rent increases, not enough rental housing that those households can afford is being constructed.

Canada's housing system is comprised of three interrelated sub-sectors: the ownership market (70 percent), the rental market (25 percent) and the non-market sector (5 percent), which is predominantly rental and targeted to lower income households that cannot afford housing in the market.

There is a strong symbiotic relationship between each part of the system. In particular a policy and consumer pre-occupation with home-ownership has, over time, had profound impacts on the rental sector, and knock-on effects on affordable and social parts of the system. This analysis focuses primarily on the rental sector, but it is important to acknowledge that this tends to conceal the important impacts that access to—or constraints on—ownership can have across the system.

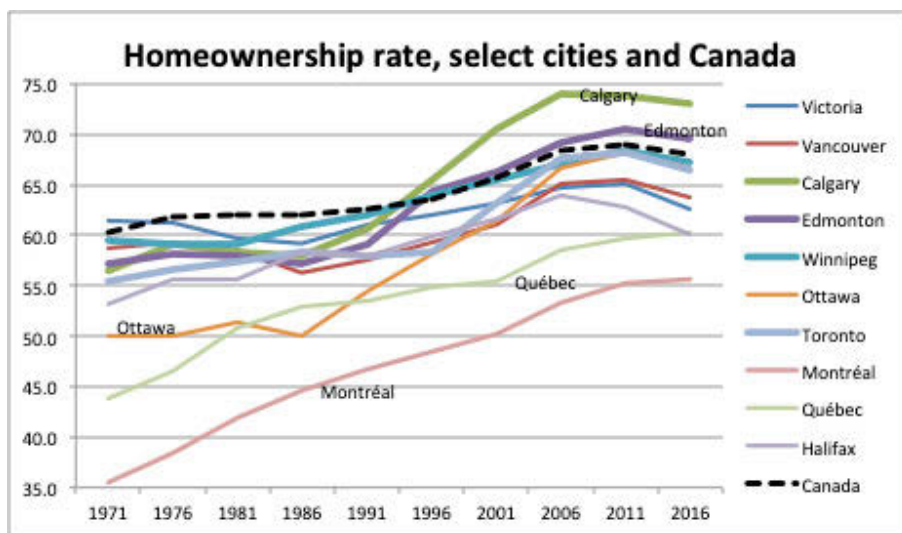
In the last two decades, cities and metropolitan areas have had a disproportionate role in growth of the economy and population. But this fast-paced urban growth has been accompanied by persistent sluggishness of supply systems. This is especially evident in the rental sector, where there is a persistent mismatch between the proportion of households that rent their home and the production of rental housing.

While the percentages vary across and within cities, on average almost one-third of households are renters; yet fewer than one in ten new homes built in the last 20 years were “purpose built” as rental homes. The scale of renting has been substantially sustained by the historic stock of rental homes, most of which (74 percent) were created prior to 1990. And many were a legacy of the 1960s apartment boom, a market response to the demographic demands of the baby boom generation, abetted by pro-active policies to incent and stimulate rental development in the 1970s and early 1980s. More recently, it has been augmented by a new form of “supply” wherein small investors purchase a home—or, increasingly, a condominium—as an investment property.

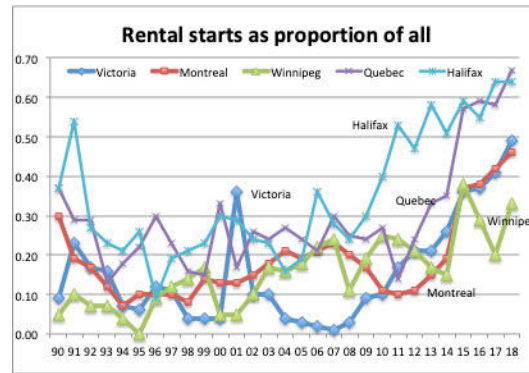
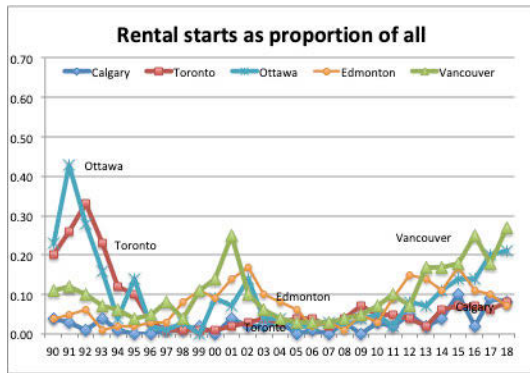
Since the mid 1980s, rental housing has been subject to policy indifference and complacency. This disinterest is now coming home to roost and has placed Canada’s housing system in a precarious state of imbalance (Pomeroy and Lampert 2017). Housing in Canada has become predominantly an ownership system, and it is poorly equipped to respond to a more diverse and growing need for rental housing. This responsiveness is crucial for addressing the basic housing needs of lower and increasingly moderate-income households, but also as a key factor in the economic well-being of individual households and of the national economy (as discussed in section 1).

The key overall indicator is the rate of ownership (and implicit inverse, rate of rental tenure). Ownership rates have steadily increased over the past four decades, with a notable jump seen since 1996. Accompanying this rise has been spatial remixing, whereby the inner areas of many larger cities—which were historically rental areas and, to varying degrees, still are—is being diluted by extensive condo development and associated gentrification. Meanwhile, minimal volumes of new rental are being built in suburban communities (with a few exceptions, such as Abbotsford, BC).

Nationally, in the decade 1996 to 2006 the ownership rate jumped dramatically from around 63 percent to 69 percent. Compared to a unchanged rate of ownership (i.e., if it stayed at 63 percent), this means that over 800,000 renter households transitioned from being renters to owners—the equivalent of building 80,000 new rental units annually.



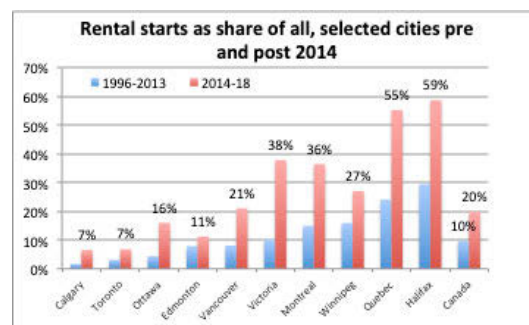
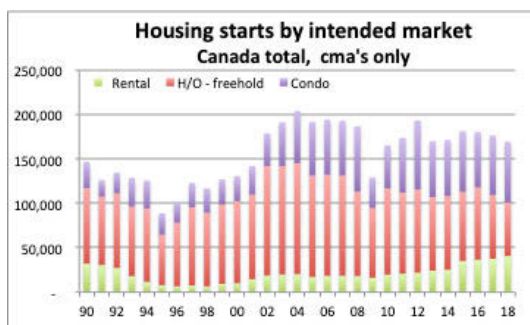
Not surprisingly, this removed demand pressures from the rental sector, and contributed to policy complacency. More recently, however, the steady upward trend ended. In 2016—for the first time ever—the home ownership rate declined, both nationally and in almost all cities, outside of Quebec.



Against the backdrop of expanding ownership, purpose built new rental construction declined substantially from peaks in the 1960s to 1970s, when much of the current formal rental stock was built. This was partly sustained by social housing construction until 1994, but from the mid-1990s until 2015 rental construction has been consistently low. Over this period, the rental sector accounted for less than 10 percent of all housing construction nationally, despite the fact that almost one-third of households rent.

This pattern of disproportionately low rental construction has been replicated in most cities. However, some municipalities stand out for a higher proportion of rentals, including many in Quebec as well as Halifax. In part, this reflects the relative affordability of detached ownership and thus weak demand for condos. Thus, multi-residential land has not been pressured by condo demand in these areas and it remains more feasible to build rental. Unique demand factors in areas like Halifax—where a large military presence and three post-secondary institutions create high demand for rental housing—can help explain these different trends across cities.

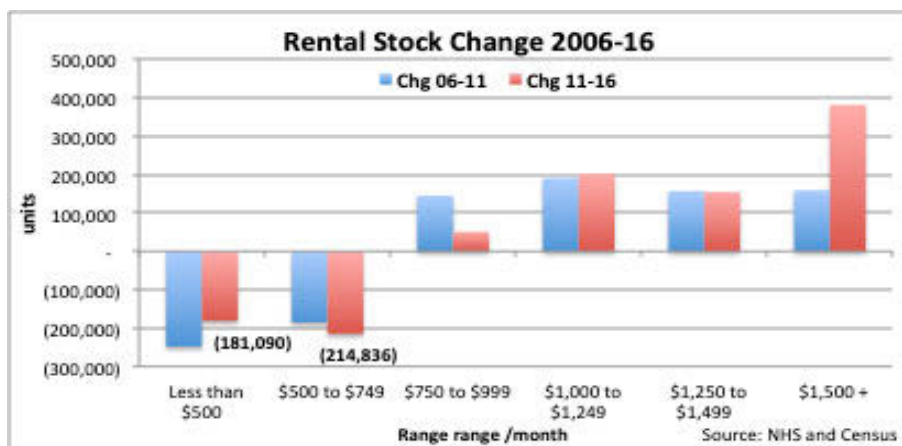
In other cities, social housing has propped up rental housing starts. This is particularly evident in Ontario where, from the late 1980s to early 1990s, a large unilateral provincial program stimulated much social housing activity. A similar situation unfolded in Victoria and Vancouver in 2001 when a large infusion of social housing funding peaked rental starts.



In the past few years in the selected cities included in the table above, there has been an upsurge in the volume of rental housing constructed and the proportion of total housing starts that this represents. Nationally, comparing the annual pre-2014 average with starts since 2014, rental starts have doubled as a proportion of all starts, although still remain well below one third. However certain cities— notably those in Quebec, which have always had a much stronger rental market, as well as Victoria and Halifax—have surged well over 30 percent.

As discussed further below, it is not just explicit rental policy (or lack of) that has influenced this situation, but the impact and influence of activity and policy in the ownership part of the housing market. The higher proportions of rental tend to be in the less large cities and those where there is a lower volume of condominium construction. In turn, there is much less rental in cities with high home prices, which tend to attract more condominium development that then crowds out rental, as it cannot compete for multi-residential land. Notably there is a very high positive correlation between the share of condo development and the median home price.<sup>3</sup>

The recent increase in both the absolute number (up from around 20,000 to 40,000 units per year) and proportion of rental starts reflects the changing context in the ownership sector. Rising prices together with macro prudential policy change act together to constrain access to ownership; large inventories of unsold and planned but not started condominiums and the bottoming out of capitalization rates on existing rental investment properties have shifted developer and investor interest into the rental sector.<sup>4</sup> Additionally, to a minor degree, the new CMHC Rental Construction Financing Initiative (RCFI) may also abet this. But even this rise still leaves rental construction well below the proportion of renters. And most new construction is facilitated by high rents: typically at least 150 percent or more above average.



<sup>3</sup> Comparing the proportion of all starts that are condo against home prices in this cross section of 10 cities generates a Pearson coefficient of 0.9358. While not as strong as price there is also a positive correlation between CMA population and the proportion of condo development, (Pearson coefficient of 0.6374).

<sup>4</sup> As discussed further the capitalization rate is based on the net operating income (NOI) and sales price of investment properties. The lower the rate the higher the value.

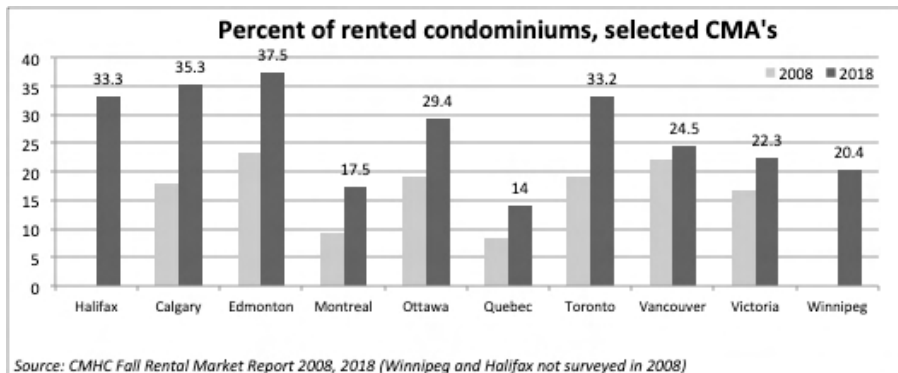
At the same time, the existing rental stock is being eroded. This occurs in two ways: First, some is lost in absolute terms as properties are demolished to accommodate new development (often the result of municipal smart growth, intensification strategies). Second, and more often the case, the units remain, but the rents have increased above affordable levels. The latter is associated with institutional (pension funds, life insurance companies) and Real Estate Investment Trusts (REIT) investors purchasing existing assets and then pursuing property upgrades and rent increases to enhance investment returns.

The consequence is that the number of lower rent, affordable units is being squeezed down. Over 800,000 rental units below \$750 (affordable to incomes below \$30,000) were “lost” in the decade between 2006-2016. When these units shift to higher rent bands, more households pay over 30 percent and many over 50 percent to afford the remaining homes.

### 3.1. New Forms of Renting

CMHC’s rent survey has historically tracked a specific subset of rental units: “purpose built” properties with three or more units. This is only a portion of all rentals. In 2018 the CMHC purpose built universe was 1.9 million units; the 2016 Census however identified 4.3 million renter occupied units. So the purpose built segment represents only about 40 percent of all rentals.<sup>5</sup>

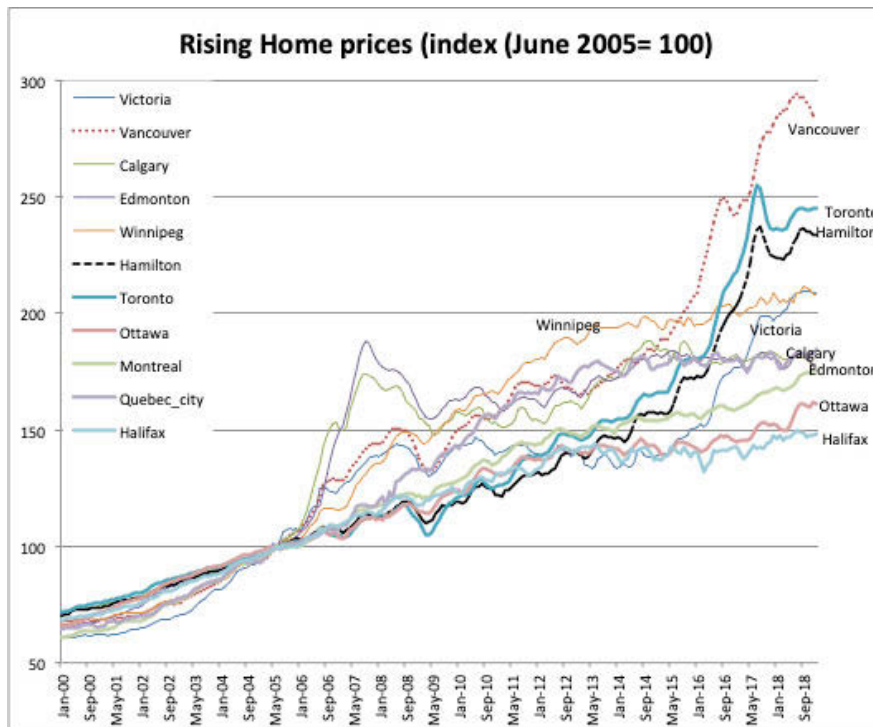
While purpose-built rental housing starts have historically been relatively low, a new type of rental supply has gradually emerged over the past decade or more in the form of investor-owned condominiums. CMHC surveys a selection of CMA’s and this reveals that rented condominiums now account for one-quarter or more of all condominium starts in most major markets.



<sup>5</sup> The term “purpose built rental” is a statistical construct unique to Canada. No other country tracks construction statistics exclusively for rental units, mainly because in many countries the stock is fluid and tenure neutral. At different times purchasers may be investors (who then rent it out) or owner occupants. The growth of the secondary market (i.e. other than purpose built rentals) in Canada suggests Canada too is moving in this direction

### 3.2. Ownership Part of the Housing System

A parallel set of trends has pervaded the ownership part of the housing system, most particularly a substantial rise in home prices and increasing concerns about ownership affordability and access. These issues are heightened in the “pressured markets,” especially Vancouver and Toronto where foreign investment has had a distorting impact on the fundamentals and relation between resident incomes and prices, especially after 2014. These issues are well documented elsewhere<sup>6</sup> and are not within the scope of this paper. Nevertheless, it should be noted that constraints on access to ownership have a profound impact on the rental part of the system.



### 3.3. The Pattern of Path Dependency

The housing system is a classic case of path dependency: many of the characteristics and issues within the system today are a legacy of historic circumstances, institutions, policies and outcomes. As noted, the majority of rental stock (74 percent) was constructed prior to 1990 and it is this legacy of earlier periods that is now the primary source of low-moderate rent options in the rental market.

The high volume of rental construction in the late 1960s and 1970s was a market response to growing demand from the baby boomer generation leaving their parents’ home and creating new “non-family” households—both as individuals

<sup>6</sup> For example see Idaliya Grigoryeva & David Ley (2019) The price ripple effect in the Vancouver housing market, *Urban Geography*, DOI: 10.1080/02723638.2019.1567202; Josh Gordon 2016 *Vancouver's Housing Affordability Crisis: Causes, Consequences and Solutions* (SFU)



and as two or more unrelated persons sharing. This demand was facilitated by NHA lending programs and especially the Limited Dividend program, which provided a source of then low rate financing for new rental construction through the 1960s. Additional rental stock was added under an expanding Public Housing program, targeting low-income families and seniors.

In this earlier era, the fundamentals of land, material and labour costs were consistent with rental revenues and it was viable to build. This was abetted by very favourable tax treatment of rental investment income (accelerated depreciation, soft cost deductibility and pooling of rental assets).

A number of factors came into play in the 1970s which, in combination, created the perfect storm to undermine the viability and investor attraction of rental development.<sup>7</sup> By way of overview these included:

- Demographic shifts: boomers began forming families and sought detached ownership, reducing rental demand and following cohorts were smaller in scale, so didn't replace exiting demand;
- The introduction of strata title legislation in all provinces between 1967-1970, which created a new product competing for multi-residential zoned land (making it more challenging for rental development to secure multi-residential land);
- A program of broad tax reform, which removed the very favorable tax treatment of rental investment income and capital gains (initial reform in 1972; subsequently further revised, with negative impacts in 1986);<sup>8</sup>
- The introduction anti-inflation legislation in 1975, under which the federal government urged provinces to adopt rent controls to suppress rent inflation;
- In the context of high inflation, all input costs—land, materials and labour—became increasingly more expensive (while the ability to cover high costs was suppressed by the aforementioned rent controls).

The immediate effect was a reduction in the attractiveness of rental investment and, thus, the volume of purpose built rental starts, at a time when demand for rental accommodation remained strong. In order to offset the unintended negative impacts of tax reform on rental construction the federal government introduced two sets of policies. The first was a temporary tax measure, the Multiple Unit Residential Building (MURB) regulation, which effectively reintroduced accelerated depreciation and negative gearing. MURBs were a vehicle for new syndicated investment tax shelters targeting high wealth investors (who could deduct these paper losses against general professional income, a feature removed in tax reform). Introduced in the 1974 federal budget, MURBs remained in place, renewed annually until 1981.

The second policy was the introduction of a stimulus-incentive targeting producers of rental housing, the Assisted Rental Program (ARP) that was

<sup>7</sup> Pomeroy, S 2011 *Tax Measures to Stimulate Rental Housing Development in Metro Vancouver: Exploring Options and Alternatives For Metro Vancouver*

<sup>8</sup> These tax changes are discussed in detail in Steele 1991 and Lampert 1998).

introduced in 1975 and ran through 1978. And subsequently a similar program, the Canada Rental Supply Program (CRSP) was introduced in 1982 and ran until 1985. Both programs utilized either grants or interest-free loans that effectively reduced the developers' equity requirement and thereby enhanced return on equity. Separately, in 1978 the public housing program was replaced by a new community non-profit and coop program that supported the production of social housing (20,000 plus annually), further adding to rental starts.

So, a large stock of rental supply was created through market rental housing, augmented by some public-social programs. Initially, this was premised on sound investment fundamentals and a market response to effective demand; but subsequently was artificially sustained by public policy interventions (tax and supply programs).

These temporary rental measures ended in the mid-1980s, at a time when rental demand was weakening. This contraction was largely due to a demographic and consumer shift to owning, and an enabling consumer environment (employment and income growth, steadily declining mortgage rates and new policies favouring ownership: zero down, 40 year amortizations, and purchaser tax credits).<sup>9</sup>

The large legacy stock of rental housing sustained the weak rental demand of the 1990s and 2000s, and there was little need or interest in expanding rental supply. In many larger cities, multi-unit property developers shifted their activity from rentals into the condominium sector, and discovered a more rapid path to profitability, rather than relying on long-term rental returns. Institutional investors (pension funds and life insurance companies) maintained a strong interest as long-term patient investors, for whom rental portfolios provided an effective asset-liability match. And REITs expanded their presence, acquiring existing assets to generate sound investment returns in a period when vacancies were low and falling and the potential to increase cash flows was favourable.

But few, if any, REITs or institutional investors pursued new construction, mainly because they could purchase existing assets with established cash flows, avoid the risks inherent in new development, and existing assets could be acquired substantially below the cost per unit of new construction.

As a result of minimal construction, the availability of existing assets to acquire is increasingly limited, and the cost is being bid up, especially with the expansion of REIT funds in the market. Capitalization rates have fallen to historic lows, reflecting high cost to acquire existing assets.<sup>10</sup> And this has now reached a point in larger cities where it is becoming viable to build new (cost to build equal to of

---

<sup>9</sup> In addition, as part of the consultation on New Directions in Housing Policy, the industry representatives argued that the recent policy initiatives (tax policy and stimulus programs) had had a distorting effect and accordingly urged government to avoid new initiatives and allow market equilibrium to return. Government accepted this advice, but without the desired outcome of a well functioning market equilibrium due to systemic barriers in the market.

<sup>10</sup> Capitalization or "cap rates" are a product of the property net operating income (rents less all operating costs, excluding any mortgage debt) and the price the investor pays to purchase it. So cap rate = NOI/Price. The lower the cap rate the higher the valuation (repositioning the equation, value = NOI/cap rate).

less than cost of existing assets). That said, this rent to price equilibrium only exists at higher end rents. So, while we are seeing an uptick in the volume of new “purpose built” rental developments, these are priced well above affordable levels, and in most cases well above even moderate rent levels.

### 3.4. Where are We Now?

The elements of the perfect storm of disincentives that arose in the 1970s set in place a long trajectory of circumstances that have undermined the development of rental housing, and especially low-moderate rate rental options.

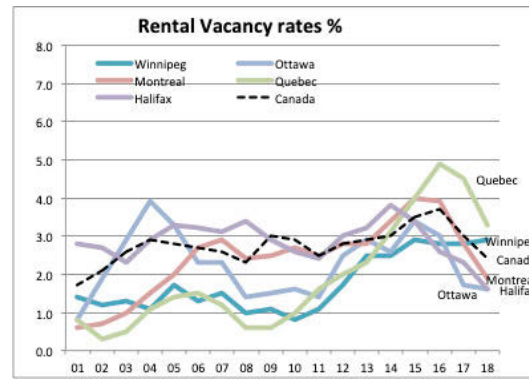
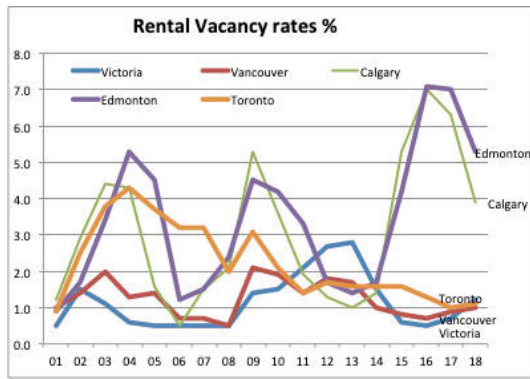
A number of the factors that established the path dependency remain a significant influence today: demographic trends, high development costs relative to rent revenue, unattractive tax treatment and the impact of condominium competition for multi-residential land. There has been some relief from rent regulation as most provinces either removed or revised regulations and most now either have no rent control (e.g., Alberta, NS, NB) or have regimes that limit rent increases for sitting tenants but allow vacancy decontrol. So there is generally less rent revenue suppression than under the mid-1970s controls. Another negative influence is the differential property tax rate that exists in many cities, wherein the tax rate of rental properties is much higher than that on owner-occupied dwellings. This directly impacts net operating income (NOI) and free cash available either to leverage financing or generate a return on equity.<sup>11</sup>

In the context of path dependency, we can see that the circumstances of the 1960s and 1970s created a large legacy stock of rental housing that over the subsequent decades years has enabled a degree of complacency about the amount and sustainability of this stock.

The combination of low levels of construction, the erosion of lower rent units and shifting demand (where would-be homebuyers are priced out and remain renters) is resulting in declining vacancy rates. This new (post-2015) trend is increasing rents and making existing stock less affordable. Vacancies in Edmonton and Calgary remain high, a result of the reduced oil sands activity and regional economic decline, which saw high volume of net out migration. But even here the last two years has seen a decline in vacancies.

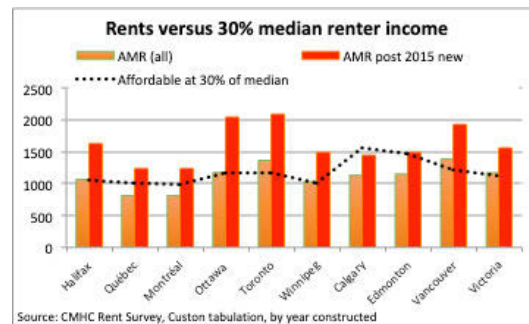
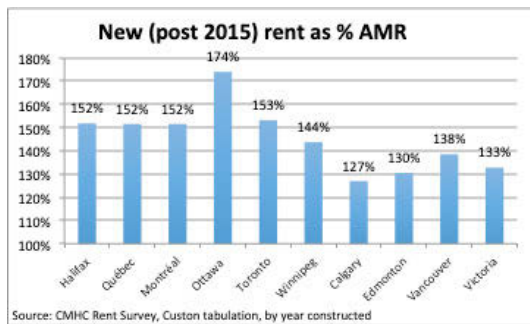
---

<sup>11</sup> In 2002, the province of Ontario implemented a regulation to encourage municipalities to reduce the property tax rate on new rental as a way to support new affordable development. The tax differential however remains on existing properties constructed prior to adoption of the new rental rate class.



So today in most of the mid-large metropolitan areas of the country there is an emerging rental crisis. This is characterized by an absolute shortage of lower rent units, compared to the number of lower income renters seeking housing. It is exacerbated by an ongoing process of erosion in the lower rent stock, a function of the financialization of housing, further diminishing affordable options. And in the more recent three to four years, the combined effect of high home prices and macro-prudential policy change have constrained access to ownership, closing off the former pressure release valve (renters shift out to own) that saved rental sector in the 1990s and early 2000s in the era of policy indifference. Against these challenges, there remains an insufficient volume of new rental construction.

While there are promising signs that the volume of new development has increased, rent levels in newly built rentals tend to be well above affordable levels, relative to the average renter income. In most cities the average rent on new units is well above 30 percent of the median renter income.<sup>12</sup>



So it is not just low income enters that face a challenge—it's the median renter. For example, in Ottawa the median renter household income is just under \$47,000, so can afford to pay \$1,165 at 30 percent. Meanwhile the average market rent (AMR) is just affordable (\$1,174), but the post 2015 units are at 174 percent of AMR (\$2,042). Ottawa has the highest differential over the average. At

<sup>12</sup> The differential in the two BC cities is surprisingly low. This may be influenced by a high volume of assisted rentals, under BC programs, which are enumerated by CMHC as rental (there is currently no social-affordable indicator in the CMHC starts and completions survey).

most, the average for rentals constructed post 2015 is roughly 140 percent of AMR.

### 3.5. Caveat on a Supply Approach for Lower Income Renters

It should be noted that the issue of housing affordability exists at the confluence of two sets of circumstances: higher shelter costs (rents) and low incomes. As a group, renters tend to include a large proportion of low-income persons and families. The average and median incomes of renters are, in most cities, less than half those of owners. This is largely a reflection of capacity and aspiration, whereby households with higher income and especially those with families seeking more space have translated their higher purchasing and leverage (ability to carry a mortgage) power into purchasing a home. To an increasing degree, the products offered in the rental sector are less attractive (few family sized, older, lower quality) and provide less security of tenure than purpose built. As higher income households exit rental tenure the residual lower income households pull down the renter average.

While not all renters are low income<sup>13</sup>, many renters are characterized by low income, and incapacity to purchase. As a consequence, the incidence of core housing need, CMHC’s official housing need measure, is four-five times higher (varies between cities) among renters than owners (nationally in 2016, 26.7 percent vs. 6.3 percent).

The predominant problem for renters in need is one of affordability: 89 percent of renters’ experiencing core housing need<sup>14</sup> are associated with affordability (alone or in combination with adequacy and suitability), and only 11 percent face an adequacy and/or suitability problem only.

Digging more deeply, two thirds of renters core needs are dependent on income assistance benefits. So the inadequacy of income assistance and benefit programs, and endemic poverty is at the root of affordability issues.

Accordingly, alongside any supply initiatives, responses to affordability issues must encompass ways to supplement and augment income. This can include targeted income measures, like the Canada Child Tax Benefit, assistance to acquire labour market skills to secure improved income, enhanced income assistance, as well as housing related measures like rent supplements, vouchers or housing benefits (all effectively conditional income transfers related specifically to shelter cost burdens). Supply initiatives play an important role in revitalizing distressed communities, but it is important to clearly define the problem and associated policy objective. There are situations when demand measures are appropriate and effective, and others where supply can be more useful (especially place making).

<sup>13</sup> Increasingly mid-high income households elect to rent (especially those with more fluid employment locations, that want to maximize labour market mobility).

<sup>14</sup> <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm>

The focus of this paper is primarily on supply and that is the main feature of the next section. But it is critical to set the context for supply-based initiatives. When a supply mechanism (such as the pre-1994 non-profit program) incorporates a low rent feature (e.g., rents geared to income, RGI) it has conflated two distinct problems—supply and affordability—into a single solution. As a result of seeking to achieve dual objectives, solutions become more expensive (e.g., it requires far more subsidy to reduce rents to a \$500 RGI rent, than to create supply at a market rent approximating \$1000 or higher).

To be effective, supply responses should focus exclusively on stimulating new construction. These should seek to encourage rents at more modest levels (e.g., 80-100 percent average market) than current market based construction is producing, but should not alone seek to address the separate issue of affordability that impacts some households. This will then create a more modest cost platform to address modest (median income demand).

Where there is a desire to also assist very low-income households (for whom 80 percent is still too high) rental assistance can be stacked on to facilitate deeper affordability. This is a model that is more pertinent to non-profit providers, who traditionally created mixed income mixed rent buildings. It simply pushes some units slightly higher, but in doing so strengthens the financial viability of the non-profit corporation (and provides additional revenues to lever finance or to cross subsidize their affordable mission).

### **3.6 Responding to the Intermediate Rental Market**

The National Housing Strategy has announced a number of new funding and financing initiatives that primarily target traditional social-affordable housing. These include funds to retrofit, redevelop and sustain existing social housing (and it is more cost effective to extend the life of these assets versus building new low-rent development). Additional grant and financing is available to support some growth of the affordable stock (with rents set circa 80 percent of the average market rent, AMR). This is expected to create up to 10,000 to 12,000 affordable units annually (roughly one quarter of current total rental production, and double that of the pre 2014 era).

There is one specific financing initiative explicitly designed to stimulate new rental construction at close to market rents (requires a rent set 10 percent below full market potential, a foregone revenue offset through favourable financing conditions). The quantum of financing announced in the 2017 and 2018 budgets for the Rental Construction Financing Initiative (RCFI) was sufficient to support only 2,500-3,000 rental units per year. This was increased three fold (adding \$10B to previous \$3.75B) and is anticipated to assist around 5,000 units per years, but remains less than one eighth of current production levels—additional measures are needed to augment this program. More importantly, the processing could be simplified and streamlined to ensure it is taken up.

So there is currently a bi-polar distribution in rental construction. Units created under the NHS affordable programs will target rents at or below 80 percent (100 percent of AMR). The market is currently producing new rentals in the order of 170 percent+ above AMR. This leaves a large gap, only minimally addressed by the RCFI.

It is this intermediate market (roughly 100-150 percent of AMR) serving renters ranging from median incomes to 140 percent of median income that is the main target of the exploration in section 3. That said, where there is a desire to address deeper affordability issues, responses can draw on non-profit partners, municipalities and provinces to layer on assistance to more specifically address affordability (separate and aligned with supply objective).

## 4. Considerations for the Way Forward

Identifying how the affordability of rental housing can be improved is crucial for cities—but cities also need tools and partnerships so they can effect change. Housing is a national challenge, and municipalities need fiscal and planning resources to enable solution-oriented investments. Mayors must ensure that the right frameworks are in place to build for the future, and this includes rental housing that a range of households can afford.

### 4.1. Rethinking Frameworks

The importance of cities in national growth and innovation is now widely recognised. It is also increasingly apparent that high cost housing outcomes in major growth centres are now encouraging skilled workers and firms to seek lower cost, but also lower productivity, localities. There needs to be a new national priority on ensuring that cities have the tools and resources to adequately manage the congestion and affordability costs that arises from the growth sources that they are ‘home’ to.

Ensuring cities have the tools to do their part in meeting housing affordability challenges, requires that they have the fiscal resources and borrowing capabilities to underpin actions. Given how tax dollars earned in cities are largely captured by provinces and Ottawa, but housing pressures are fundamentally local, a more integrated series of city-led but provincially and federally supported housing investment partnerships will be required. In both Australia and the UK, multi-order financed but locally controlled ‘city deals’ have been put in place to address similar infrastructure issues and have increasingly included housing projects. If the housing pressures resulting from city growth are to be quickly and fairly dealt with, does there need to be a new series of Housing Investment Deals/Partnerships to address pressured housing systems?

If these arrangements might be led by cities, they should not be restricted to single core cities. The growing evidence highlights how that it is at metropolitan or city-region scales that housing, employment, transport and other infrastructure systems operate and cohere. Effective management of city housing issues may require a metropolitan perspective and investment strategy.

It is also clear that housing investment decisions in cities have to be integrated, from their very conception, with planning for jobs, transport and other services. This requires cities to develop new integrated planning and budgeting strategies to put in place the major scale investments (private as well as public) that will really address the scale of the shortages now prevalent in many major cities. In that sense more entrepreneurial, strategic planning for city change may be needed and not less. At the same time cities will increasingly have to refute the



Glaeser-Gyurko (2018) accusation that it is municipal planning regulations that create the city housing crisis. This will require cities to review the outcomes of the regulations they do have but also evidence the other factors inducing sluggish housing supply responses. Cities have a key role in the education of other orders of government, and especially their economics-finance ministries, about how housing markets actually function.

There is a wide variety of rental sector policy measures that cities can pursue. To do so effectively they need a better big-picture framework to plan and fund investment strategies. We now turn to more detailed measures.

## 4.2. Rental Aims

Ideally we want to create a policy environment that incents rental investment to increase total and relative supply. Separately, we also want to establish some mechanisms or approaches that not only stimulate new construction, but also help to generate a better mix of unit sizes and at modest rents—defined here as the intermediate rental market. As revealed in the statistics for newly constructed rentals, the market is pricing new development at roughly 130 percent-170 percent of AMR (varies across cities). If the policy objective is to encourage rents in a lower range (e.g. 120 percent to 150 percent) AMR, what would it take to incent a developer to produce at that rent (i.e. forego a high rental revenue)?

To the extent that a key metric for investors is their return on equity (RoE), lower rents will have a negative and unattractive effect. To sustain a minimally acceptable RoE will require either that the Net operating income (NOI) is compensated for lower revenues; or that the level of investor equity is reduced, such that RoE is preserved.

The former requires a reduction in operating expenses, for example reduction or exemption from property taxes; the later a reduction in input costs, such as reduced land cost, waived fees and charges, mechanisms already used to support affordable development.

A critical consideration is the policy outcome and how each municipality prioritizes general rental construction (at intermediate market rent) against lower rent (affordable) production. With limited resources or capacity to forego fee revenues, will municipalities be willing to utilize any portion of this to incent market-rate, which may then limit ability to support more affordable lower rent development?

Another consideration is the producers-investors that are targeted.

- For market, profit-seeking developers it is necessary to find ways to offset reduced rents and preserve an acceptable RoE.
- An alternative is to target non-market producers—non-profits that traditionally built only lower affordable rents. There is a business case for these non-profits to extend their activity into the intermediate market, building mixed rent developments. As noted earlier, the higher

intermediate market rent revenues can help such organizations diversify and strengthen revenues and to cross subsidize their primary mission.

In addition to targeting producers, a separate option is to examine the characteristics and motivations of different types of investors. As noted earlier, institutional investors and REITs are significant actors in this asset class, but traditionally have only acquired existing assets. Can they be attracted to construct new intermediate rent product?

And small-scale investors, purchasing a dwelling or condo unit as investors are also a significant participant in larger cities (as shown earlier in percentage of renter occupied condominiums). This group of small investors may respond to different incentives than corporate developers and institutional investors. Indeed, investors may be the more important target—builders will build tenure neutral properties—it is the purchasers that ultimately determine tenure: some buy to own, some buy to rent.

A third group of investor-providers are owners or builders of homes that can accommodate accessory units either within the existing structure or as accessory structures, such as laneway homes and garden suites. Here the municipalities have important regulator roles, but can also introduce incentives to not only permit but to encourage this type of small-scale infill (and incentives can be linked to affordable rent levels).

The preceding options focus on the financial feasibility of rental development. A parallel consideration is the regulatory treatment of rental investment. Even when development may be viable, certain developers/investors may avoid rental due to perceived (or real) risk about the impact of rent regulation impacting downstream rental income, or adding excessive costs (i.e. legal cost associated with eviction).<sup>15</sup>

The next sections review possible measures to increase rental supply and to achieve rents in the intermediate market range. To the extent that this objective involves setting rents below full market potential, each section examines options to provide an offset or compensation for sub-optimal rent levels.

---

<sup>15</sup> There is a widely held view among housing economists that rent regulation suppresses investment. Canada offers an interesting natural experiment where-in Quebec has had the longest standing and most rigorous regulatory regime and produces a disproportionately large number of rental units; Alberta with no controls produces only a small volume of rental (especially in Calgary). Arguably a key factor is market certainty. Quebec's regulations have been consistent and have become capitalized into the market. Jurisdictions with no regulation are more uncertain – a change in government could introduce controls.

## 5. Approaches to Improve Affordability

A range of approaches can drive greater affordability in rental housing. Just as different cities have different economic and demographic challenges, there is no one solution to addressing rental housing supply. Here, nine strategies present a broad spectrum of actions that can respond to desired outcomes and available resources. These are outlined in a series of tables in Annex I.

### 5.1. Capital Cost Reductions

Capital costs are market based, and there is limited potential to reduce these. Certain building types may provide lower costs, especially wood-frame versus masonry (roughly 20 percent more expensive). Recent demonstration initiatives have highlighted potential to achieve lower costs via modular or manufactured homes. Current building codes and or zoning regulations may preclude or constrain these options, and these may require revision.

There is already a common practice of reducing or waiving development charges and/or permit fees to help achieve more affordable rents. This approach could similarly be applied, to intermediate rent projects. However municipalities may prefer to reserve this approach for more deeply targeted affordable rentals.

Also, expediting the planning and development permitting process can help to reduce carrying costs. Some cities have adopted a priority tagging process to move affordable housing to the top of the list in reviews (e.g. adopted to facilitate Vancouver's development of temporary modular homes targeting the homeless). Through its Open Doors program to incent affordable development, the City of Toronto has adopted a process to expedite approvals of proposed affordable developments.

#### *Reducing Land Costs*

One area that arguably has the greatest potential impact is the land cost. Typically this accounts for 15 percent-20 percent of capital cost. Deeply discounted or free land via donation of public lands can have a substantial impact in assisting affordability. However this is rare even for deeply targeted affordable initiatives—as most public bodies seek some payment and often seek to sell land at market value. Few if any public land owners are likely to provide land at no cost for market development.

In the case of private land, public policy, through the development approval process can have a significant impact on land cost and thereby creates opportunities to share in the associated “planning gain.” This draws on the

mechanisms of density bonusing or inclusionary policy. Zoning regulation, particularly zoning for rental can also have a positive effect in lowering land cost. And these are especially relevant in Transit oriented development (TOD) areas, where there is an inherent land value uplift directly associated with public investment. These public gain options are discussed further below (planning and regulatory mechanisms).

## 5.2. Reduced Operating Expenses

The main effect of reduced operating costs is to improve net operating income (NOI). This in turn increases potential to lever financing (the additional cash flows can carry more debt), which reduces the amount of developer equity required, thereby enhancing return on equity (ROE).

Most operating expenses are market driven prices and therefore difficult to reduce. Some are a function of public policy—notably property taxes and utility costs.

Reducing utility costs: Building to more efficient standards may have a small impact on capital cost (although wide-scale adoption is helping reduce cost of energy efficient components and equipment) but will lower downstream utility expenses. A critical issue in rental housing, however, is that increasingly units are individually metered. This separates the party that incurs the cost (developer-owner) from the beneficiary (tenant-consumer). Ideally consumers will value more energy efficient units and be willing to pay a higher rent, so over the long run the developer-owner is compensated for higher construction cost. As such this does not necessarily translate into an offset for lower rent setting. If however the landlord pays all utility costs, the benefit of reduced energy bills flow directly to his bottom line.

Reducing property taxes: Typically rental properties are assessed and taxed at commercial rates and the result is a higher property tax rate than rates on comparable owner-occupied condo units. The rate differential is partially offset by lower valuation as rental, but still often results in higher taxes. Some jurisdictions, such as Ontario have required municipalities to equalize property tax rates for new rental and condominium development. BC has equal tax rates, but provides a homeowner tax grant to owners effectively creating a differential rate. Equalized rates might reduce monthly property taxes by \$100/month which flows either to increase finance capacity, or to enhance RoE so can help to incent moderate rate rental, however, it is not practical (or legal?) to only provide the reduced tax rate in exchange for rent concession—it can only be applied to a class of assets—such as all new rental development (regardless of rent level). This would incent supply but be indifferent to the rent levels resulting.

Reforming tax treatment of rental income and capital gains: While not directly impacting NOI, the income tax treatment of rental investment income does impact after tax income and RoE. As noted, prior to 1972/86 tax treatment for rental investment was very favourable and substantially enhanced after-tax rates

of return. The development community has for many years pursued an unsuccessful campaign to re-introduce all or some of those tax regulations.<sup>16</sup> The critical issue with a broad scale of tax change is that this would apply across all rental housing (some 4.3 million units) and expose the federal treasury to a very large impact. If the policy objective is to stimulate new rental construction, this imposes a large cost for a small impact. This might be addressed by applying any measures only to newly constructed rentals.

Department of Finance officials have consistently opposed changes to tax policy, arguing that this is an indirect and inappropriate approach. They further assert that if the policy objective is to stimulate new construction, the proper approach is to design a specific incentive program and seek an appropriation via a budget process. Accordingly there is limited appetite to further pursue this area, with the exception of a change in the H/GST treatment of rental development.

GST/HST is not charged on residential rents, and thus rental developers cannot negate the H/GST charged on inputs and operating expenses. This is distinctly different from other commercial tenancies (office, industrial), where they charge HST/GST on rents and thus can deduct input tax credits. The 2015 Liberal election platform, as well as the mandate letters for the Minister of Finance and the Minister responsible for CMHC, committed to removing the HST/GST from rental development. Notwithstanding this political commitment, finance officials remained resistant, and proposed the RCFI as a preferred program option over tax change, so this measure was never pursued.

The flipside of reducing operating expenses is increasing rent revenues. It was proposed at the outset that the policy goal is to incent lower (intermediate) rents, so this suggestion seems antithetical. It is however possible to reduce rents on an average unit by expanding the number of units on which rent is generated, via some form of density bonusing. This option is explored further below under planning and regulatory mechanisms.

### **5.3. Low Cost Financing or Favourable Underwriting Criteria**

Financing costs are only a small component of a capital budget (interest costs during construction on pre-purchased land and incremental construction draws). However financing costs have an important impact on net cash flow and on equity requirements. And it is not only the cost of capital (interest rate) but also the terms of lending that impact equity required and thus RoE.

The CMHC Rental Construction Financing Initiative (RCFI) is a good illustration of how both lower rate and favourable underwriting can improve the attractiveness of rental investment. The key features of that initiative are a low interest rate (BoC 10-yr bond plus 35-50 BPS); 50 year amortization with a 10-

---

<sup>16</sup> For detailed discussion of these options see Lampert and Pomeroy (2016) *Encouraging Construction and Retention of Purpose-Built Rental Housing in Canada: Analysis of Federal Tax Policy Options* for the Canadian Home Builders' Association and Greater Toronto Housing Action Lab.

year term, covering both the construction finance period and initial operating years; up to 100 percent loan to cost ratio (depending on achievement of energy efficiency, accessibility and affordability criteria) and exemption from mortgage insurance fees. The potential for close to 100 percent loan to cost means minimal investor equity and thus substantially enhanced ROE (infinite if 100 percent cost are financed). The quid pro quo for this advantageous financing is that rents be set at 10 percent discount to full market potential (e.g. 153 percent AMR vs. 170 percent); with a further 20 percent of units required to be at more affordable rents, closer to 100 percent AMR.

A second option, more aligned with non-profit (non-market) providers is aggregating financing for small providers to improve access to financing. This role is now being taken on by the newly created Canadian Housing Finance Agency, a specialized financing intermediary established with the support of a number of provincial housing agencies to assist small non-profits and co-ops seeking financing to either renew existing assets, or to build new units.

#### **5.4. Planning and Regulatory Mechanisms**

Among the various options examined here, the greatest potential may lie in leveraging municipal planning and development approval roles.

##### *Levering City Role in Creating Land Value*

It is the process of establishing development rights—via zoning and the development approval process that creates and enhances land value. Bare land on which no use is permitted has no commercial value. If the municipality permits that land to be used for parking, the value is created on the basis of the capitalized value of downstream parking revenues; if it is then rezoned to allow a revenue generating use such as commercial office or residential, the value is further enhanced. And the more saleable/rental floor area that is permitted, the greater the value that is generated.

In short, zoning and development approval are the critical elements that underpin the alchemy of land value. In many cities these powers are being further enhanced by large-scale investment in transit infrastructure. LRT and other transit systems improve access and thereby enhance the value of locations. Separate from zoning this further adds to land values. The combination of transit investment and planning approval therefore create tremendous power for municipalities.

In the absence of strategic policy, the land value uplift caused by the public investment and decision process generates a windfall gain to existing landowners—with no public or community benefit. To the extent that value is a function of a public process, it should be possible to extract a share of the uplift to achieve public purpose—such as ensuring that TOD development includes and promotes affordable and intermediate market rental.

Outside of LRT/TOD sites, the same concept of uplift related to planning approval can also be used. This is a standard feature of large site development approval (Planning permission) in the UK, where the obligation to include affordable housing is well accepted and capitalized into land values. By firmly establishing this as a principle (public gain) and being explicit about the obligations that will be imposed as a condition of planning approval, the planning system sends a clear signal to the development industry and more particularly land speculators. The cost of the conditions (e.g. to include some prescribed percentage of units at specified affordable rents) is explicit and thus becomes capitalized into land values and developers purchasing sites for development will accordingly adjust (downward) the amount they are willing to pay for the land.

Currently in Canadian cities the Official Plan identifies areas for future intensification, and thereby emits a signal to the market that land values will be enhanced. Without concurrent conditions or identification of the obligations associated with rezoning to the OP density land speculators and developers anticipate the new density and bid up land values based on those expectations. There is little room for the municipality to come in after the fact and insist on inclusion or other community benefit. And planners are typically ill equipped to negotiate a share of land value uplift. Municipalities must adopt more pro-active strategies to manage this process and to extract a fair share of the land value planning gain.

One of the key path factors noted in earlier framing is the impact of condominium tenure in establishing land values. This relates to the greater profitability (yield) from condo versus rental development. To enable rental development to be viable it is necessary to reduce land cost. Again, this can be achieved by explicitly pre-zoning certain sites (especially TOD sites) for rental (or at least a minimal percent rental). Because the potential yield is lower for rental than a condo development, this will similarly be capitalized into land price.

An alternate approach is to pre-zone with explicit options for a prescribed density bonus associated with reserving a specified percent of units for rental (including 100 percent). As an example if a property is zoned to permit 80 residential units and assuming a developer plans to build rental at full market potential with rents at \$2,200 month (assume this is 170 percent of the local AMR). The pre-zoning might permit a 30 percent increase in density (to 105 units), provided that 20 of these rent at no more than 100 AMR (\$1,300), and an extra five at full market (\$2,200).

The other effect of density bonusing (or inclusionary zoning) is to reduce the land cost per unit by spreading that cost across more units. If the land cost was \$40,000 per units (x 80 units = 3.2 million). With a policy that explicitly requires the inclusion of 20 affordable units, there is no capacity to bid up the land value and land cost averages down to 30,000 per unit. However in the absence of an inclusionary requirement, but ability to add 25 units the profitability will increase and a developer would then bid more for the land, up to \$4.2 million.

Bonusing or inclusionary policies with explicit conditions can effectively reduce land costs on a per unit average basis (in this case by 25 percent). And this is achieved with no cost to government and no negative impact of the developer. This does mean that the current landowner foregoes a windfall gain, but he had done nothing to earn that in the first place (other than anticipating to impact of a potential higher density).

The same principle that is used to capture land value uplift for a public benefit would apply in the case of zoning for rental tenure. If the yield on rentals (net present value of downstream NOI) is lower than that for condo development (capital receipt on sale) the *potential* land value will be lower. Negative impacts on current landowners can be reduced or avoided by linking to increased density as a way to compensate. While the future value as rental is less than what potentially might have been the value in current owner unconstrained, the potential as condo was only an anticipated gain, assuming he could get approval to same density as condo.

The key in both of these examples is a planning process that sends an explicit and early signal about what future use will be permitted. Under this approach reduced potential and any obligations are fully capitalized into land prices, and unearned windfall gains eliminated.

### ***Aggregating Small Scale Initiatives—Small Scale Infill***

Another way to create moderate and affordable housing is through accessory units. While a small more incremental approach, in the aggregate this can add up to a significant volume (especially given the minimal number of affordable units being created in many cities. The current “default” for infill is a large semi-detached dwelling that are well above what is affordable for households below the median income. A substantial shift to more modest infill products (e.g. four units at 1,250 sq. ft., versus two at 2,500 sq. ft.) could help meet the needs of modest-income households, and in particular meet a gap in family housing. Similarly, various forms of secondary dwellings—accessory, coach house, basement etc. -- could make a modest but important contribution to meeting the need for affordable units for smaller households.

This involves both regulatory change to permit such uses over a wide array of zones (especially in traditional single detached zones) and incentives that not only permit but also encourage small scale and affordable infill. Supportive programs have been successful in other jurisdictions, including Surrey, Saanich, Edmonton and Montreal. Frequently these attach incentives (capital grants, interest free loans, reduced fees and charges, relaxed parking requirements, property tax abatements) in exchange for more affordable rents. As such this type of infill can help to meet demand in both the affordable (below 100 percent AMR and intermediate market).

These programs can also help new home-buyers as the income from the suite provides revenue to help cover mortgage costs (although here some mortgage underwriting flexibilities may be required).



## 5.5. Municipal Land Banking

While the regulatory process and inclusionary zoning can have some impact in influencing the form, scale and price/rent of development, the ultimate way to control development and ensure affordable outcomes is through land ownership. All cities have surplus land holdings, as well as access to surplus provincial or federal lands. This is a critical resource in both lowering cost and in controlling development. It can be especially effective in locales such as new transit corridors where there is often surplus land, initially assembled to facilitate station construction.

The recent Vancouver experience in “selling” city lands into a Land Trust to both develop new housing as well as becoming a mechanism into which to transfer pre-existing non-profit and coops shows how this form of land disposition can be effective in place making as well as in perpetuating affordability through terms and conditions of a land lease.

## 5.6. Customizing to Different Developer-Investors

There is a range of potential developer-investors, each with differing characteristics and investment appetites. Such different agencies can each play a role in different parts of the system. In particular institutional investors with large masses of patient capital; and non-profit providers, that may have traditionally focused mainly in the social rent space, but have new imperatives to expand their reach.

To date institutional investors have focused on purchasing existing assets and have avoided new build. With reduced cap rates removing the price differential between new and existing and limited availability of existing assets on the market some might now be more amenable to investing in new rental development, provided appropriate risk mitigation measures are available to manage construction risk. Some of the largest pension funds are those of the public sector including municipal employees. Is there an opportunity to encourage investment in the rental sector?

Attracting private developers to build at sub-optimal rent levels is a challenge, even with the various incentives and offsets suggested above. By contract, non-profit providers have a different level of motivation and willingness to accept sub-optimal intermediate rents. The non-profit corporations and providers range in scale and expertise. All evolved in an era of federal and provincial-territorial programs which largely prescribed their role and targeting, and as a result many adopted a culture of social service and helping, with a distinctly different skill set from that required to optimize asset leverage and asset management. Now, as funding programs have ended or been substantially cut back and operating agreements end, there are emerging opportunities, especially in the inner areas of mid-large cities where the properties are at low density in intensifying areas. There is significant potential to redevelop, and draw on the underused land asset—as has been done in Toronto’s Regent Park. And in the absence of

funding programs providing deep subsidy, it will be necessary to build with a mix of social-affordable and market rents, in order to make (re) development feasible.

Many mid-size and larger non-profit housing corporations have both the capacity and in many cases the asset base to take on development in the intermediate market. There is further potential among many small providers, but most lack expertise and capacity. Technical assistance entities (such as exist in Quebec—through the groupes de ressources techniques (GRTs) or potentially the to be established national Technical Resource Centre under the NHS can be a critical piece of the institutional infrastructure to enable asset leverage.

And while many want to expand the stock of truly affordable housing, a business model that includes building at market rate alongside more affordable units can have a positive financial impact—both at the individual project level and as a way to strengthen and diversify their revenue base.

Many of the mid-large size providers are municipal non-profit subsidiaries (for example Metro Vancouver Housing, Capital Region Housing in Edmonton, Peel Living, Winnipeg Housing and Renewal Corp, Toronto Community Housing, Office municipal d’habitation de Montréal). Municipal councils can help by revising shareholder agreements and mandate directives to evolve into the intermediate market.

And as highlighted earlier the RCFI is a potentially effective mechanism to enable such activity with minimal equity contributions, so these organizations can reserve their equity for more targeted developments.

## **5.7. Addressing Erosion and Displacement**

While the main focus here has been on incenting new supply, the background context highlighted a critical issue of erosion, wherein the existing relatively affordable stock is being lost—either in absolute terms, or via inflating to rents above affordable ranges. Indeed, it was noted that the effect of erosion is to negate new affordable development—in Ottawa since 2011, it was found that for every new affordable unit created under the fed-prov Investment in Affordable Housing (IAH) program, seven existing modest rent units were lost. In part this is fueled by the financialization of real estate—with REITs acquiring existing properties.

This is a natural market process and difficult to prevent. However there are opportunities to partly address erosion. Options include adopting rental replacement bylaws—such as that adopted in Surrey, BC and in Toronto. Toronto requires that any existing rental units being demolished under intensification must be replaced, at similar rent levels and similar bedroom count, as part of the new development. This bylaw has a dual effect—it tends to either prevent demolition, or where there is potential for substantial density increase, as necessary to cover the replacement cost, results in a form of rental inclusion.

Another approach is to enable non-profit housing corporations to emulate the behavior of institutional investors and REITs and purchase existing assets (usually priced below the cost of building new). While not adding to supply, that helps prevent erosion and shifts the asset into non-market ownership where rents can be help at more affordable and gradually, below full market levels.

Few, if any non-profits have the cash resources to undertake such acquisition, so it is necessary to create loan funds or acquisition programs to facilitate the process. Acquisition has historically been a more common practice in Quebec and in Montreal the City crated a fund specifically to do this. Separately a labor union investment fund was created to support non-profit acquisition—Le Fonds d'investissement de Montréal (FIM).<sup>17</sup> One option to explore is the creation of similar funds in other jurisdictions (either at City scale, as in Montreal, or province wide). This might be pursued with partners including union pension funds as well as community foundations.

### **5.8. Indirectly Reducing Demand for Rentals to Remove Inflationary Pressures**

In describing the back ground context, it was noted that low levels of new rent construction post 1994, were compensated by a large scale shift of renters into ownership, effectively creating rental vacancies. During that period this occurred as a natural market response to favourable fundamentals—strong employment and income growth, increasing labour force participation, steadily declining mortgage rates, demographics and consumer preference. There was minimal policy intervention, beyond some favourable lending policy change (extending amortization to 40 years, reducing down payments to zero).

The recent context has reversed those favourable conditions—income growth has been weak, interest rates have bottomed out and may be poised to increase, and home prices in many cities have moved out of reach. Thus the release of rental demand via ownership is constrained. The previous suggestions have all focused on mechanisms and incentives to facilitate moderate rent construction.

Explore ways to increase access to ownership for FTBs: this option returns to the concept of housing as an interrelated system. One way to reduce pressure in the rental market is to reinvigorate and enable access for ownership for first time buyers. The recent federal budget seeks to pursue this through a new Home Buyer Incentive (a shared equity mortgage, which trades off a share of future appreciation for a temporary interest free loan) and by increasing the amount of RRSP that can be used as a down payment. This could also be extended further by expanding the non-profit affordable ownership programs that have employed

---

<sup>17</sup> In a 1996, a summit of representatives of trade unions, public and private sectors, and the social economy create a new investment tool. FIM's objective was to purchase and renovate 50,000 privately owned apartments over ten years, through financial contributions from various private and institutional actors interested in housing renovation, and improving Montreal neighbourhoods. Private and public institutions, as well as labour organizations, invested substantial amounts of capital in viable community housing projects, generating a return of 5.5 percent, and no losses.

discounted pricing and shared appreciation mortgages to facilitate access to moderate income first time buyers.

Encourage student housing development: Another way to indirectly impact demand for rentals is to divert demand within the sector. As previously discussed, it is challenging to encourage/incent developers to bring rental units on stream at sub-optimal rents. Purpose built student housing avoids this problem. While more widespread in the US, the concept of private off-campus purpose-built student housing has been pursued in a number of cities. These developments are typically large (200 rooms plus) and involve a shared living concept (e.g. 3-4 private rooms with own bathroom with a shared living/kitchen area). Rents are set by the room (vs. by the unit) and usually in the \$700-\$800/month range, so the rents per square foot are very healthy and generate strong returns. That is this is a very viable market product with no need to incent discounted rents. In the absence of such purpose built student housing students seek out and occupy lower rent accommodations in the market—housing that would otherwise be available to low-moderate income households and families. By focusing on the student market segment, developers can achieve very favourable returns with an indirect knock effect of creating vacancies in the moderately priced existing stock for others for whom building is less profitable.

## 5.9. Consolidating Options and Mechanisms

This array of potential initiatives are summarized in table A. This lists the initiative and assesses its potential impact in terms of how it can improve affordability, the time frame to implement and the actions required.

This assessment suggests that while all mechanisms can contribute, those with the greatest potential to create affordable rental development are:

- Land related mechanisms either via banking or supplying surplus public lands;
- Planning mechanisms related to up-zoning and extracting public gain, especially around transit TOD sites;
- Planning policies to permit and incent small scale infill (with unit size maximums) and secondary suites
- Partnerships with institutional investors seeking to place long term patient capital; and
- Facilitate a non-profit community sector role in developing market rate or income mixed product (dual benefit if overcoming disincentives for private investors at sub-optimal rents; and diversifying and strengthening existing low rent asset base)

## 6. Conclusions

Cities in Canada and around the world are undergoing a major transformation. Understanding the critical roles that housing plays in the broader economy and in productivity is the key to driving the strategic solutions needed to ensure cities remain productive, inclusive and sustainable.

### 6.1. Reframing the Challenge

This paper has made the case to reframe the arguments and business case in advocating to the federal and provincial levels about housing.

Policy has generally focussed upon poorer households and paid scant attention to how the housing outcomes in a city shape, as well as are shaped by, economic change. Typically city policies have addressed housing as a social policy concern rather than as essential economic infrastructure. There is a new awareness emerging that housing outcomes, ranging across the quality, size, location, tenure and cost of homes, can have significant impacts on productivity growth within metropolitan areas

Federal policies have to recognise the 'city' base of the nation and that their prospects and difficulties largely define the prospects for the nation as a whole. Effective management of cities, by all orders of government, must be a core policy concern not just for cities but also for provinces and the Government of Canada

And in making responses, city (and metropolitan governance partnerships) governments have to recognise that modern patterns of economic development make provinces and nations, in terms of economic performance, 'creatures of their major cities'. Arguably a bottom-up lens is now needed to shape top-down actions. In addressing the issues raised in this report, and looking to the future, there is a need not only to understand the wider housing system and its pervasive effects but that more effective management of housing systems may need stronger autonomies and capacities for making housing policies at city metropolitan scales.

A key task for the modern management of housing in cities is to understand not just how economic and population growth will drive demands for and supplied of owned and rental housing but also to comprehend how housing outcomes are impairing productivity and growth. CMHC and cities, jointly, need to understand real system functioning and their innovative modeling work for Vancouver needs to be the basis of a revival of such work in Canadian cities. Cities need a new narrative of how housing is essential economic infrastructure for growing metropolitan economies.

Thus there is a need to rethink and to restructure policy approaches, especially in metropolitan regions with a multiplicity of municipalities, each pursuing policy initiatives and in some cases investment. There is also a need to place housing at the centre of a range of critical municipal activities, especially economic development, infrastructure investment, transit development and planning.

## **6.2. Identifying and Implementing Responses to the Rental Challenge**

The broader arguments in reframing apply across the larger housing system, and it remains critical to take a system wide perspective. Otherwise actions in the ownership sector, notably macro prudential policies aimed at managing national financial stability can have both city-specific repercussions as well as shifting problems into the rental sector (which is not concurrently being monitored by the Office of the Superintendent of Financial Institutions, nor by the Department of Finance).

That said, the remit for this paper was on the rental part of the housing system, so the analysis and identification of responses has focused more narrowly on this sector. Nevertheless, both low rent “affordable” as well as market “affordable” (framed here as the intermediate market, extending roughly between 100 percent to 150 percent of the CMHC surveyed average market rent, AMR) were included.

Section 5 detailed a number of potential mechanisms that cities might draw on to expand the production of affordable rental development as well as to address the critical issue of eroding affordable rental stock. The most promising in terms of practical short term impactful measures are identified as:

- Land related mechanisms via banking or supplying surplus public lands;
- Planning mechanisms related to up-zoning and extracting public gain, especially around transit TOD sites;
- Planning policies to permit and incent small scale infill (with unit size maximums) and secondary suites
- Partnerships with institutional investors seeking to place long term patient capital; and
- Facilitate a non-profit community sector role in developing market rate or income mixed product (dual benefit if overcoming disincentives for private investors at sub-optimal rents; and diversifying and strengthening existing low rent asset base)

# Annex I: Summary of Potential Measures to Enhance the Affordability of Rental Housing

Initiative	Key Actor Federal, Provincial, Local, and/or Other	Key Action	Potential Impact on Affordability	Implementation Timeframe Short = 6 mo. Med = 6-18 mo. Longer = 18 mo.+	Comment Barriers and examples where already used.
<b>Reduce Capital Costs</b>					
Land	Developers/speculators/City in establishing zoning regulations Public land owners	Pre-zone with explicit inclusionary requirement Donate at below market of zero cost	Significant. Effectively eliminates land cost for additional units	Short -medium	Also discussed below - planning mechanisms
Innovative design (e.g. woodframe or modular)	Industry, Federal via National Building Code. City at approval stage	Establishing code acceptance (e.g. for wood-frame above 3 storeys); City: ensure innovation does not slow approvals	Small (e.g. Vancouver modular no reduced cost compared to stick built on site)	Short -medium	Innovative designs may face hurdles in approval process at City. Vancouver modular is positive example of a streamlined/coordinated approval process
Waiving fees and charges	City (potential role of province to legislate)	Waive or defer city fees and development charges	Small	Short	Already extensively used for targeted affordable and core housing need projects
Expedite approval process	City	Prioritize specific planning applications	Small	Medium	Implemented in Vancouver (modular); Toronto (affordable)
<b>Reduce Operating Costs</b>					
Utility costs	Utility financed energy retrofit, federal/provincial grant or loan	Incentives for energy retrofit; or new build features for better energy performance	Small	Short	Already required under NHS initiatives, incl Rental Financing Construction Initiative (20% below code for energy efficiency)
Align property tax rates	Municipality (potential for Province to require)	Municipality adopts new tax class with lower tax rate for new rentals	Small-medium	Short	Ontario enacted for new rental effective 2002
Reform tax treatment rental income	Federal	Exempt new rental construction from H/GST, and potential other tax reforms	Small-medium	Longer (18 mo+)	Finance Canada has opposed (the Rental Construction Financing Initiative is seen as a more targeted alternative)
<b>Low Cost Financing or Favourable Underwriting Criteria</b>					
Low rate loans	Federal (CMHC); either non-profit or for-profit developers	Existing CMHC Rental Construction Financing Initiative (RCFI) can be an effective mechanism for NP providers—but may need technical support	Medium	Already in place	RCFI is very beneficial to investor-developer, but achieves only marginal impact on rent affordability (10% below full market potential and only for a minimum of 10 years)
Finance aggregator	Canadian Housing Finance Authority (CHFA); Financial markets	Mainly assists small non-profits by aggregating small loans into single large bond issue	Small – rates not really competitive	CHFA initiated business in 2018	New approach in Canada; implemented in Australia 2 years ago

# Annex I: Summary of Potential Measures to Enhance the Affordability of Rental Housing

Initiative	Key Actor Federal, Provincial, Local, and/or Other	Key Action	Potential Impact on Affordability	Implementation Timeframe Short = 6 mo. Med = 6-18 mo. Longer = 18 mo.+	Comment Barriers and examples where already used.
<b>Planning and Regulator Mechanisms</b>					
Inclusionary policy	City (potentially facilitated by provincial regulation)	Can include inclusionary zoning as well as density bonusing	Significant - Effectively eliminates land cost for additional units	Short -medium	Implemented in many jurisdictions in US/UK; also Montreal, Richmond BC.
Accessory suites and small infills	City (potentially facilitated by provincial regulation)	Go beyond permitting to incenting via loans/grants. Blanket "upzone" single detached areas + max unit size	Can be significant per unit; and in aggregate	Short -medium	A number of cities have implemented, including Surrey, Edmonton. Portland, and Minneapolis
Reduced parking	City (parking requirements in bylaws)	Reduce parking ratios for affordable, and for Transit Oriented Development sites	Reduced parking especially cost impactful if underground	Short -medium	Many municipalities already reducing
Expedited development approvals	See above - reduced capital cost	Affordable (and potentially rental) developments red tagged for priority processing	Minor (reduced carrying costs)	Short	Vancouver, Toronto have versions of this. Can create some friction with market projects which are "leapfrogged"
<b>Municipal Land Banking<sup>18</sup></b>					
Cities to acquire properties, especially near future rapid transit stations	City -potential via Federal finance	Could be effective way to control development at/near rapid transit stations	City could dictate development mix (rental and affordable, better than via inclusionary zoning regulation)	Short-medium	Previously (1960s/70s) CMHC played a significant role in enabling municipal land banking
Establish Land Trusts	City and community housing sector	Create a legal framework for transfer of surplus public land with leasehold restrictions on use (e.g. rental and perpetual affordable)	Affordable levels can be prescribed in lease conditions	Short-medium	Land trusts have existed for decades, but are rare. Recent examples in Saint John (existing co-ops) and Vancouver (new lands).

<sup>18</sup> As an alternate or complementary to regulating via inclusionary policy.



# Annex I: Summary of Potential Measures to Enhance the Affordability of Rental Housing

Initiative	Key Actor Federal, Provincial, Local, and/or Other	Key Action	Potential Impact on Affordability	Implementation Timeframe Short = 6 mo. Med = 6-18 mo. Longer = 18 mo.+	Comment Barriers and examples where already used.
<b>Targeting Specific Types of Investor/Developer (Different Horses for Different Courses)</b>					
Incent and attract institutional investors	Large Institutional Investors	Traditional institutional investors purchase existing investment properties – only recently have they built new. Can they be incented to take on stronger role	Potential way to add into intermediate market	Short-medium	These investors seek to avoid development risk – so require intermediary developer. Vancouver previously partnered with union funds using city land to add rental (Concert Properties)
Small investors in secondary market	Small investors City via infill zoning (see above – planning)	Already participating, but may be constrained by lending policy. Could also be incented (loan/grant)	Small developments, but in aggregate can add up	Short	Can involve accessory units in existing; but also permit & incent new small multi unit (e.g. 4-plex) in existing single family zones.
Enable non-profits to create intermediate market product	Non-Profits; CMHC City can help facilitate	Traditionally non-profits only build social-affordable. Opportunity to diversify	Potential way to add into intermediate market and mixed income	Short	CMHC-RCFI can be an effective financing source and requires little or no equity
<b>Address Erosion of Existing Affordable-Moderate</b>					
Implement rental replacement bylaws	City	Adopt replacement bylaw to either protect or replace existing affordable-moderate stock	Preserved or replaces existing	Short	Toronto has bylaw requiring replacement with same unit size and rent levels
Enable non-profit acquisition	Non-profit providers	Most lack cash to purchase and existing NHS programs processing too slow – so require a new nimble fund to enable	Significant	Short-medium	Existing funds create for this purpose in Quebec and in Montreal
<b>Indirect Mechanisms (To Remove Demand Pressure from Rental)</b>					
Enable first-time-buyer access to moderate rental demand	Federal	Specific programming to offset effects of macro-prudential policy constraint	Significant - can be a low cost effective way to create rental vacancies	Medium (monitor new federal initiative)	New First Time Home Buyer Incentive (2019 federal budget) may do this; will be rolled out this summer
Promote and support student housing	City planning policy/interested developers Potential to pursue fed financing	Creating specialized student housing is more profitable and attractive to developers; but has positive effect of freeing up existing lower rent stock for non-students.	Significant - can be a low cost effective way to create rental vacancies	Medium	Specialized of campus private student housing popular in Waterloo; two new developments in Ottawa.

## FCM Backgrounder

### SUMMARY

As FCM works on and finalizes its Strategic Plan, Governance Review, and new long-term Fiscal Plan, it is important that they reflect Vancouver's needs. This includes:

- *Strategic Plan* – should strategically focus on FCM's core mandate (federal advocacy) and incorporate a vision, mission and goals which reflect the national importance of Canada's big cities.
- *Governance Review* – should ensure focused membership in BCMC and that the City of Vancouver (and Canada's largest cities) have representation on the FCM Board and Committees commensurate with size (while respecting the need for regional diversity).
- *Fiscal Plan* – should ensure fiscal restraint and acknowledge the need for sustainable membership fees that respect budget pressures in Toronto and other municipalities.

### 2019 FCM AGM and TRADE SHOW – PURPOSE

The overarching objective for the 2019 Annual Conference is to engage all members in the coming fall federal election campaign, and the mission to modernize the municipal-federal relationship. FCM delivers value to its members, funders and stakeholders, and they do this as influencers, capacity builders and nation builders.

This year's AGM theme combines FCM's status as "builders" with the outcomes all municipalities create as municipal leaders that lead to an improved quality of life for all Canadians. **Building Better Lives** ensures that, no matter the mechanism, FCM's mission is to deliver on the issues that families and workers care about most—a powerful message for municipalities as well as the federal leaders FCM will be engaging with this year.

FCM's 2019 Annual Conference and Trade Show will be held in Quebec City, May 30–June 2, 2019 and will include dozens of workshops, study tours and keynote speeches from Canada's federal political leaders. City of Vancouver elected officials will have the opportunity to network with peers, sharpen community-building tools, and be part of the municipal momentum that's helping to shape the country.

#### At the conference, delegates will:

- **Learn** best practices and gain new insights to solve municipal challenges.
- **Network** with more than 2,000 delegates from across the country.
- **Influence** the municipal agenda while hearing from federal party leaders.
- **Exchange** and share knowledge that can help strengthen communities.
- **Achieve** Vancouver's full potential and raise its profile.

All conference activities are scheduled to take place at the [Quebec City Convention Centre](#).

**FCM 2019 AGM PROGRAM:** <https://fcm.ca/en/events-training/conferences/annual-conference-and-trade-show/program>

\*\*\*\*\*

## SUMMARY OF FCM WORKING GROUPS

### FCM Standing Committees and Working Groups

The below provides a summary of FCM Standing Committee and Working Group Roles and associated City of Vancouver priorities (where applicable).

#### 1. Election Readiness Working Group

##### FCM's Role:

FCM develops the tools, resources, and networks necessary to ensure the priorities of our cities and communities remain front and centre in the year ahead.

Through FCM, municipalities have already secured unprecedented federal investments in infrastructure and housing.

##### Typical Discussions include:

- Tactics on how municipalities can connect with our federal counterparts, especially in advance of a Federal election.
  
- Note that this Working Group is largely operational and most useful for members from smaller municipalities (those that have less opportunity to connect with other levels of government).

##### Alignment with City of Vancouver Priority:

- City of Vancouver seeks Federal partnership and support on the following shocks and stresses:
  - o Housing and Health
  - o Opioid Crisis
  - o Aging Infrastructure
  - o Rapid Transit
  - o Population growth and ensuring acceptable level of service to citizens
  - o Earthquakes and Climate Risk

#### 2. Standing Committee on Conference Planning

##### FCM's Role:

Oversight of the Sustainable Communities Conference and Annual Conference agendas

##### Typical Discussions include:

- Tactical planning of upcoming FCM Annual Conference and Trade Show
- Unless a member of a host city, not useful to attend this session.

##### Alignment with City of Vancouver Priority:

N/A

#### 3. Elections Committee

FCM's Role / Typical Discussions include:

- Normally closed door meetings to plan for either FCM by-elections or June AGM

Alignment with City of Vancouver Priority:

N/A.

#### 4. Regional Caucus Meeting – BC

FCM's Role:

The 5 FCM regional caucuses meet during each Board meeting. The caucuses are a venue for discussion on regional issues. The caucus meetings also provide an opportunity for discussion on policy issues so that regional concerns can be brought to the committee discussions and national perspectives of the Board of Directors.

Typical Discussions include:

- This is where items and topics relevant to the UBCM portfolio occur. For current items at the UBCM table, please see: <https://www.ubcm.ca/EN/index.html>
- City of Vancouver involvement in previous UBCM focus areas include:
  - o Cannabis Regulation
  - o Housing Strategy

Alignment with City of Vancouver Priority:

City of Vancouver Regional Priority Issues include:

- **Poverty Reduction:** priorities include increasing income assistance and disability rates, rent and vacancy control, low or no cost transit and transportation, and affordable childcare
- **Indigenous Reconciliation:** priorities include additional services for local First Nations and urban Indigenous communities including healing and wellness centres, affordable housing and youth centres
- **Affordable Housing:** priorities include stabilizing and renewing existing rental housing; and building additional temporary and permanent affordable housing
- **Opioid Crisis, Mental Health and Addiction:** priorities include prevention, treatment and harm reduction programs
- **Community and Cultural Infrastructure:** priorities including renewing and enhancing community and cultural facilities across the City of Vancouver Rapid Transit: priorities include completing rapid transit to UBC
- **Green and Resilient Infrastructure:** priorities include reducing carbon pollution from buildings; expanding green rainwater infrastructure to divert water from the pipe network and reduce urban storm water pollution, combined sewer overflows, flooding and urban heat island impacts; update combined sewer overflow mitigation strategy and associated investments such as separating combined sewers to reduce pollution in local water bodies; and creating upgraded resilient infrastructure to respond to earthquakes, minimize sea level rise and flooding impacts.

## 5. Standing Committee: Community Safety and Crime Prevention

### FCM's Role:

Advocate for more tools to help municipalities plan for and respond to emergencies, as well as for better collaboration among orders of government to provide safe communities and protect Canadians from health and security risks. We also equip municipalities with key resources to help them meet their public safety responsibilities.

### Topics include:

- Opioid Crisis: 2017, Mayors' Task Force on the Opioid Crisis
- Rail Safety
- Municipal Guide to Cannabis Legalization

### Typical Discussions include:

- Modernization of policing
- Railway safety
- Emergency management

### Alignment with City of Vancouver Priority:

- Ties to Canadian Municipal Network on Crime Prevention. CMNCP seeks to strengthen their relationship with FCM
- Need for political champions locally
- Crime prevention and community safety advocacy

(Information below is taken from notes from recent CMNCP call that Councillor Bligh participated in. Note that CMNCP is making the official requests to FCM.)

1. **Information Sharing** – establish a more formal process between CMNCP and FCM to better complement the strengths of both. FCM has a very extensive network and is a well-established and recognized entity. CMNCP has collected a great deal of knowledge about effective community safety and crime prevention evidence and practice in municipalities. Community Safety and rural crime are high priority issues for FCM members and CMNCP. Improved information sharing would therefore be mutually beneficial.
2. **Regular Presence at Annual Conference and Trade Show** - CMNCP would like to be invited to sponsor a workshop at every FCM Annual Conference and Trade Show and would like to arrange a face-to-face meeting between members of FCM and CMNCP at the 2019 Annual Conference and Trade Show in Quebec City.
3. **Membership in Sub-Committees** - CMNCP would like to have a representative on the FCM sub-committee – FCM/FCSS.
4. **Exploring Joint Funding Application and Program Implementation** - CMNCP in partnership with ICPC would like to work with FCM to apply for grants from the federal government to assist municipalities to enhance community safety strategies

## 6. Standing Committee: Municipal Finance – Intergovernmental Arrangements

### FCM's Role:

The priorities for FCM's Standing Committee on Municipal Finance and Intergovernmental Arrangements, include:

- Municipal Powers
- Roles and Responsibilities
- Federal-Provincial/Territorial-Municipal Relations
- Municipal Fiscal Tools
- International Trade Rules and Disputes
- GST and other Tax Issues

### Typical Discussions include:

- Much focus on constitutional queries at this table.

### Alignment with City of Vancouver Priority:

#### (1) Small Business Viability:

##### Background:

- Soaring property values in Vancouver pose significant affordability challenges to residents and businesses. In particular, small business tenants on triple-net leases have limited ability to absorb extraordinary increases in rent and assume all property taxes passed on to them by their landlords, including taxes on future development potential (perceived or actual).
- Unlike the Residential Tenancy Act that limits the allowable rent increase to residential tenants, there is currently no legislation to protect commercial tenants from extraordinary rent increases driven mostly by speculation and densification. Having small business tenants, with very limited negotiation leverage, shoulder the tax burden on future development potential while the landlords reap significant capital gain upon redevelopment is an unfair business practice and is detrimental to the regional economy.
- As densification intensifies across Vancouver and the rest of the region, the economic impact will continue to get worse if nothing is done at the provincial level.

##### City of Vancouver Actions:

- City of Vancouver has shifted ~\$40 million of tax burden from commercial to residential taxpayers over the last decade. As a result, Vancouver's business tax share has been reduced substantially from ~52 per cent to ~43 per cent and the business tax rate ratio (business tax rate/ residential tax rate) from ~6 to ~4. As of 2016, this was the most improved rate among comparable Metro Vancouver municipalities.
- To address assessment volatility, Vancouver is the only BC municipality with a city-wide mitigation program. In 2015, at the recommendation of the Council-appointed Property Tax Policy Review Commission, the City transitioned from across-the-board averaging (used since 1993) to targeted averaging to alleviate tax impact arising from significant assessment increases for certain residential and commercial

properties. However, the City will not be able to transition from three-year to five-year averaging until 2019 due to a legislative restriction in the Vancouver Charter.

- Over the past year, City staff have engaged the provincial ministerial staff, BC Assessment and key stakeholders (Board of Trade, Business Improvement Associations, Urban Development Institute, etc.) in assessing additional options besides averaging to address the impact of land speculation and soaring property values on small business tenants.

## (2) New Revenue Tools:

### Background:

- Over the past decade, City of Vancouver services have grown significantly in importance and scale. While all municipalities have taken on more responsibilities over the years, the City has also assumed a leading role within the region in a number of key areas such as economic development, innovation, livability, resilience, climate change adaptation, and social and cultural functions.
- The City has become increasingly active in addressing needs that fall within the jurisdiction and traditional mandate of the Province. Significant investments have been made, particularly in: public safety and emergency response; social housing; social services; mental health and addictions; childcare; and other core services that serve both the City and the Metro Vancouver region. Municipalities interact directly with residents and businesses on a day-to-day basis and are front and centre in providing much-needed services to British Columbians in partnership with the Provincial and Federal government. Because of our growing responsibilities, municipalities need new funding sources to augment traditional sources such as property taxes and user fees.

### Issue:

- Like other Canadian municipalities, City of Vancouver is constrained by limited revenue sources which are proving to be restrictive and insufficient as our responsibilities continue to expand. City of Vancouver's primary revenue sources are intended to support traditional municipal services and infrastructure programs.
- User fees, which include utility fees, are typically collected for a particular service to offset, but not exceed, the costs of delivering that same service. As a result, the majority of user fee revenues cannot be further expanded or used to offset the costs absorbed from downloaded services.
- Development cost levies can only be applied to growth-related capital projects as described in the Vancouver Charter and applicable by-laws. As a result, levies collected cannot be used to fund ongoing City services.
- Property tax increases in previous years (averaging two per cent) have been in line with forecasted annual inflation. Current and long-term efforts to address the housing and opioid crises have drawn a substantial amount from tax resources, putting pressure on taxes. The City's 2017 property tax increase was 3.9 per cent. Due to the regressive nature of property taxes, any increase for the purpose of funding many of the services the City delivers will have a significant impact on low-income owners/ renters and small businesses.

- Other funding is provided by the Province through BC Housing to support a number of housing initiatives and supply ongoing funding for housing-related operating costs that are a provincial responsibility. Other provincial revenues include shares of gaming and traffic-fine revenues which represent approximately two per cent of the City's operating budget; however, traffic-fine revenues have decreased eight per cent in 2016 and 2017.

Partnership Opportunities:

- Collaboration with the Province will help to better define the City's role in service delivery versus the Province's role and our role as a regional centre relative to other Lower Mainland municipalities. It will also address challenges in raising new funds to deliver on these growing demands for public services at the municipal level. The City would like to work with the Province to explore new revenue tools. Below are some examples for consideration and discussion:

REVENUE TOOL 1 PROPERTY TRANSFER TAX (PTT)

A) Provincial PTT – Revenue Sharing

From June 2016 to May 2017, PTT revenue from the sale of properties located in Vancouver was approximately \$500 million (25 per cent of the total PTT). A share of a stable revenue source such as PTT revenue is critical for the City to continue delivering a number of services including housing and childcare services. Amendments to the Property Transfer Act may be required to ensure a stable source of income is available to fund City programs.

B) Municipal PTT

A number of municipalities in Canada, including Toronto, Halifax and Montreal, have the power to impose their own levies, ranging from 0.5 to 2.5 per cent on property sales. To impose a municipal transfer tax, the City must seek appropriate authority from the Province to charge a tax in parallel with the existing provincial transfer tax. In this way, the tax could be implemented through leveraging of the current provincial collection system versus collecting the tax locally.

REVENUE TOOL 2 ADDITIONAL PROPERTY TRANSFER REVENUE SHARING (FOREIGN BUYER TAX)

The City has made considerable investments in non-profit housing to ensure adequate support is provided for Vancouver's most vulnerable citizens. From August 2016 (inception) to May 2017, the foreign buyer tax collected from property sales in Vancouver was approximately \$41 million (31 per cent of the total tax). A share of these revenues collected in Vancouver will provide some support for a number of housing initiatives managed by the City.

REVENUE TOOL 3 OTHER PROVINCIAL TAXES – REVENUE SHARING

Provincial revenue sharing can come from a variety of tax categories. For example Manitoba, through the Building Manitoba Fund, allocates its revenues (sales tax or combination of taxes, whichever is greater) to municipalities. In Saskatchewan, the province allocates a one per cent share of sales tax revenue to its municipalities. Both options should be further explored.

REVENUE TOOL 4 TRAFFIC CAMERA FINES

Implementing traffic camera technology in Vancouver can improve road safety and add an additional revenue stream for the City. Furthermore, collaboration with the Province on this initiative could identify opportunities to better achieve our policy objectives.



## REVENUE TOOL 5 MUNICIPAL UTILITY MOBILE WIRELESS TAX

Unlike other provinces, telecom companies (e.g Telus) are currently excluded from revenue-based utility taxes. The City is looking to modernize the property tax structure for these services, along with other municipalities in the Lower Mainland. While other municipalities have the authority in the Community Charter to make those changes, the City would require an amendment to the Vancouver Charter to add telecommunication systems, including wireless service providers, to the utility tax base.

### **7. Standing Committee: Environmental Issues and Sustainable Development**

#### FCM's Role:

Empower local sustainability leaders in important ways. On Parliament Hill, we advocate for green infrastructure investments that support local climate action. Across the country, our Green Municipal Fund, Municipalities for Climate Innovation Program and Partners for Climate Protection program provide critical funding, training and resources to help municipalities become more sustainable and adapt to new weather extremes.

#### Typical Discussions include:

- Strong alignment to City of Vancouver priority areas listed below.

#### Alignment with City of Vancouver Priority:

City of Vancouver Greenest City Action Plan - a strategy for staying on the leading edge of urban sustainability. The Vision is to create opportunities today, while building:

- A strong local economy
- Vibrant and inclusive neighbourhoods
- Internationally recognized city that meets the needs of generations to come

See: <https://vancouver.ca/files/City of Vancouver/greenest-city-2020-action-plan-2015-2020.pdf>

Renewable City Action Plan – Goal is to get 100% of City of Vancouver's energy from renewable sources before 2050.

See: <https://vancouver.ca/green-vancouver/renewable-city.aspx>

Zero Waste 2040 – Vision is for Vancouver to be a zero waste community by 2040. The plan includes forward looking policies and actions to help stimulate, support, and allow Vancouver to become a zero waste community. Some of these actions can be implemented right away, while some will lay the ground work to progress over time.

See: <https://council.vancouver.ca/20180516/documents/pspc2a.pdf>; and <https://vancouver.ca/green-vancouver/zero-waste-vancouver.aspx>

Climate Change Adaptation Strategy - In 2012, City of Vancouver Council adopted the [Climate Change Adaptation Strategy](#) to ensure a vibrant, liveable, and resilient city in the face of climate change. The strategy is currently being updated.

See: <https://vancouver.ca/green-vancouver/climate-change-adaptation-strategy.aspx>

Neighbourhood Energy Strategy - Developing neighbourhood renewable energy systems throughout Vancouver is a key strategy to meeting the [Greenest City 2020 Action Plan](#) and [Renewable City Strategy](#) goals to:

- Cut carbon emissions
- Reduce our dependence on fossil fuels
- Keep energy affordable in the long term
- Achieve 100% of our energy needs from renewable sources before 2050

See: <https://vancouver.ca/green-vancouver/neighbourhood-energy-strategy.aspx>

## **8. HR Committee:**

FCM's Role:

- Performance evaluation of CEO, etc.

Alignment with City of Vancouver Priority:

N/A

## **9. Standing Committee: Increasing Women's Participation in Municipal Government**

FCM's Role:

To create a national plan to get more women involved in local politics. FCM's objective is to create a pan-Canadian plan to level the playing field for women who run in municipal elections. We want to make it easier for them to participate and have their voices heard. They are working with provincial and territorial municipal associations, Equal Voice, the Canadian Women's Foundation and other organizations at the national, regional and local levels. Through consultations and pilot projects, we'll identify the barriers that keep women from participating in the political life of their community and find the most effective ways to overcome them.

The three-year initiative (2018-2021) is funded by Status of Women Canada.

Typical Discussions include:

- Applying an intersectional lens to strengthen City processes and inform decision-making
- Addressing safety, including violence against women
- Accessible, quality childcare
- Safe and affordable housing
- Women's leadership and representation within the City's workforce

Alignment with City of Vancouver Priority:

On Jan 17, 2019: Vancouver City Council approved "Vancouver: A City of All Women, Women's Equity Strategy 2018 – 2028." City of Vancouver Women's Equity Strategy - <https://vancouver.ca/files/City of Vancouver/womens-equity-strategy-2018.pdf>

## **10. Urban Aboriginal Work Group**

### FCM's Role:

As the national voice for Canada's local governments, FCM continues to make reconciliation a priority in our outreach to the federal government.

FCM has asked the federal government to increase funding for local Indigenous organizations so they can provide timely, culturally-appropriate services. They have also urged the federal government to invest significantly in affordable housing to tackle the disturbing rates of homelessness among Indigenous peoples living in cities.

FCM welcomed the federal government's announcement of a National Inquiry into Missing and Murdered Indigenous Women and Girls.

FCM's board of directors has been very vocal as well in urging our federal partners to implement the TRC's Calls to Action. Municipal leaders across the country stand ready to work in partnership to rebuild the nation-to-nation relationship as the heart of reconciliation. In fact, FCM's Big City Mayors' Caucus has established a reconciliation working group to help do just that.

### Typical Discussions include:

- This Working Group has evolved to be used as an advocacy platform
- At the last Urban Aboriginal Work Group meeting the Assembly of First Nations attended (and indicated that collaboration with municipalities is not at the top of their agenda as they larger issues to deal with)
- Programs to support municipal Aboriginal programming
- Focus on how to work with First Nations and other Indigenous groups
- Roundtable discussions of what's happening in different municipalities
- Working group, not a committee
- There is an opportunity for the City of Vancouver to be proactive in this Working Group

### City of Vancouver Alignment:

At the September 2019 FCM Board meeting, the City of Vancouver submitted a resolution titled "Need for Equitable Recognition and Support for Urban Indigenous Communities in Policy, Program, Funding and Consultation in Canada".

### **SED-2018-08- Investing in Indigenous Peoples**

**WHEREAS** Canada endorsed The United Nations Declaration on the Rights of Indigenous Peoples in 2016, which identifies minimum standards for the survival, dignity and well-being of Indigenous peoples.

**WHEREAS** the Truth and Reconciliation Commission, established under the 2007 Indian Residential Schools Settlement Agreement, documented the impact of residential schools on Indigenous people and issued 94 Calls to Action to redress the legacy of residential schools and advance the process of reconciliation.

**WHEREAS** the federal government has acknowledged the vast difference in quality of life experienced by Indigenous peoples in Canada including a life expectancy which is 15 years less than other Canadians, income levels which are 60 per cent of other Canadians and considerably lower high school graduation rates.

**WHEREAS** the federal government has committed to closing the socio-economic gap between Indigenous and non-Indigenous people, and taking a long-term approach in doing so.

**WHEREAS** the percentage of Indigenous people living in metropolitan areas is increasing, and many municipalities recognize the physical, mental, emotional, and spiritual consequences of the equity gap on Indigenous people, and as such acknowledge the need for better outcomes for Indigenous people regardless of whether they live on a reserve community or off-reserve in an urban, rural or remote municipality.

**WHEREAS** many municipalities are working with Indigenous people, governments, and organizations to build stronger relations, share services, generate new economic opportunities, and advance reconciliation, therefore be it

**RESOLVED** that FCM urge the federal government to undertake the investments needed to address the root causes of inequity between Indigenous and non-Indigenous Canadians by consulting and collaborating with Indigenous peoples to determine the nature of federal programs and funding that would most effectively improve the quality of life for Indigenous peoples wherever they live.

## **11. Standing Committee: Social-Economic Development**

FCM's Role and Interest include:

- Housing
- Poverty reduction

City of Vancouver Alignment:

- High alignment to current City of Vancouver priorities

## **12. Standing Committee: Municipal Infrastructure and Transportation Policy**

FCM's Role:

Securing federal tools that help municipalities succeed with their infrastructure. These include predictable Gas Tax Fund support for core infrastructure, and since 2015 we've fostered unprecedented, long-term investments in transit, social, rural and green infrastructure. Our programs are another way we help municipalities increase their ability to make every infrastructure dollar go further.

Typical Discussions include:

- Public transit and infrastructure

Alignment with City of Vancouver Priority:

The City owns approximately \$25 billion of assets. Having a network of well-maintained infrastructure and amenities is essential to quality of life in our city and helps to drive the

economy, increase prosperity and create jobs. As Vancouver continues to grow, we need to make strategic, long-term investments to enhance the sustainability and resilience of the city.

City of Vancouver's 2019-2022 Capital Plan, proposes capital investments to support much needed renewal of aging assets, along with investments in new infrastructure and amenities for a growing city. Examples of renewal projects include Marpole Community Centre, the Marpole Library, the Britannia Centre, repairs and seismic upgrades to the Granville Bridge, a seismic upgrade to Firehall #12 in Kitsilano, and preparation of a master plan for the West End Community Centre site.

See: <https://council.vancouver.ca/20180724/documents/regurr1.pdf>

### **13. Standing Committee: International Relations**

#### FCM's Role:

Helping local government elected officials and staff around the world share knowledge, solve problems, deliver services and forge business connections.

FCM's peer-to-peer approach helps global partners learn how to foster lasting economic development, empower local governments and encourage civic participation. The end goals are more accountable local governments, stronger local economies and increased environmental sustainability.

Global Affairs Canada funds these initiatives 100%, which give Canada's local elected officials and municipal staff opportunities to hone intercultural communication and project management skills while forging lasting business ties. These programs also help Canada contribute to the United Nation's [Sustainable Development Goals](#), a worldwide call to end poverty, protect our environment and ensure that all people enjoy peace and prosperity.

#### Typical Discussions include:

- Governance
- FCM sits on the UN of cities

#### Alignment with City of Vancouver Priority:

The City of Vancouver does not currently have an international relations plan, but reviews international partnership opportunities as they arise.