

Memorandum to the Board of Directors

RESOLUTIONS FOR DEBATE
AT THE SEPTEMBER 2018 BOARD MEETING

There are fifteen (15) resolutions to be considered at the September 2018 meeting of the FCM Board of Directors. A copy of the FCM Procedures for Resolutions is attached in the Annex.

Each Standing Committee will categorize the resolutions, recommend action and select whether the resolution is suitable for inclusion in a consent agenda for the meeting of the Board of Directors. Staff comments are provided for each resolution to ensure an informed decision making process.

RECOMMENDATION

It is recommended that each Standing Committee consider the resolutions in this package, as assigned to its committee.

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Community Safety and Crime Prevention

July 28, 2017

CSCP-2018-07- International Campaign to Abolish Nuclear Weapons

WHEREAS, Canadian municipalities may be the target in the event of a nuclear exchange, whether by intent or by accident, or inadvertent escalation of tensions; and

WHEREAS, The lives of Canadian residents in municipalities may be impacted through any nuclear exchange with potential issues of global climate change, world food production and national or global economic order; and

WHEREAS, National treaties fall within the jurisdiction of the Federal Government, the impact of nuclear exchange will become the responsibilities of Canadian municipalities using municipal resources and emergency services;

RESOLVED, That Saanich Council recommend that the Federation of Canadian Municipalities (FCM) at its 2018 Annual General Meeting lobby the Government of Canada to sign the draft Treaty on the Prohibition of Nuclear Weapons that was put forward to the United Nations and supported by 122 nations on July 7, 2017;

District of Saanich, BC

Background Research and Assessment:

Issue

The sponsor of the resolution, the District of Saanich, BC, has called on FCM to urge the federal government to ratify the Treaty on the Prohibition of Nuclear Weapons. The resolution was originally presented to the Executive Committee during their April 2018 meeting for consideration as an emergency resolution, but was deferred back to staff for further analysis and consideration at the September 2018 Board of Directors meeting.

Background

Unlike chemical weapons, biological weapons, anti-personnel landmines and cluster munitions, nuclear weapons are not universally prohibited. The 1968 Nuclear Non-Proliferation Treaty contains only partial prohibitions. The Treaty on the Prohibition of Nuclear Weapons is the first legally binding international agreement to completely eliminate the development, testing, production, stockpiling, stationing, transfer, use and threat of use of nuclear weapons. In the UN General Assembly vote on the treaty text in July 2017, 122 member states were in favour, one voted against (the Netherlands, a NATO member), and one abstained. 69 member states did not vote, among them all remaining NATO members including Canada, as the treaty would

impact NATO's policy of nuclear deterrence. Canada did not participate in the negotiation of the Treaty and voted against the 2016 UN General Assembly resolution that established the conference to negotiate the treaty, arguing that U.S. nuclear weapons and its commitment to NATO are critical for its security. In order to come into effect, signature and ratification by at least 50 countries is required.

FCM has not adopted policy on this issue in the past three years. The most recent resolution on this issue was in 2007, in which FCM endorsed the Campaign to Abolish Nuclear Weapons.

Analysis

The sponsor of the resolution suggests that the threat of nuclear attack has a direct impact on municipal operations, particularly emergency services. FCM has not actively engaged with the federal government on national security issues and has generally not adopted policy endorsing disarmament, mutual defense treaties or military action. FCM advocacy in this area has focused more broadly on securing additional federal support for municipal emergency preparedness training, equipment and personnel to respond to emerging threats to public safety, such as climate change or the opioid crisis.

Since the 2017 UN vote, the Government of Canada has publicly indicated that it will not ratify the treaty as it would undermine its commitment to NATO's doctrine, but continues to support a step-by-step approach to nuclear disarmament, such as the adoption of the Fissile Material Cut-Off Treaty and international efforts to formalize nuclear disarmament verification.

Recommendation

This issue is outside of the current scope of FCM's policy and advocacy on issues related to public safety. Furthermore, the federal government has made no commitment to review its decision to not adopt the Treaty on the Prohibition of Nuclear Weapons.

Staff recommends Category B – Issues not within municipal and/or federal jurisdiction at the national level

The Standing Committee on Community Safety and Crime Prevention

2018 SEPTEMBER BOARD DECISION:

CSCP-2018-08- Combatting Rural Crime

WHEREAS, There has been a proliferation of crime in rural Alberta over the past several years; and

WHEREAS, Citizens of rural Alberta are extremely concerned for their personal safety due to escalating levels and severity of property crime; and

WHEREAS, The Royal Canadian Mounted Policy (RCMP) and other police services lack the required resources to respond to and investigate reported rural crimes; and

WHEREAS, Alberta's overburdened court system results in charges laid against perpetrators of rural crime being dismissed; and

WHEREAS, Residents and businesses of rural Alberta are becoming increasingly frustrated with the shortcomings of our criminal justice system; therefore be it

RESOLVED, That the Federation of Canadian Municipalities request that the Government of Canada and the Government of Alberta develop and implement strategies and initiatives to prevent and combat rural crime, and punish those convicted of committing rural crime in a manner that will maximize deterrence; and further be it

RESOLVED, That the Federation of Canadian Municipalities request the Government of Canada to continue with its review of the criminal justice system and sentencing reforms in a way that gets repeat offenders off the street for longer periods of time.

Rural Municipalities of Alberta (RMA), AB

Background Research and Assessment:

Issue

The sponsor of the resolution is concerned about rising crime rates in rural communities and limited existing resources for both law enforcement and crime prevention. In an effort to reduce recidivism and maximize deterrence, this resolution calls on FCM to work with the federal government to develop new strategies and initiatives that combat rural crime, as well as harsher penalties for these offenses through amendments to the Criminal Code of Canada and other measures to appropriately prosecute offenders.

Background

The sponsoring municipalities are concerned by increased criminal activity in rural communities. In July 2018, Statistics Canada's Canadian Centre for Justice Statistics (CCJS) [released](#) its

police-reported crime statistics for 2017. At the national level, rural areas have higher crime rates than urban areas. In 2017, rural police services served 17% of Canada's population, yet they reported 21% of the country's police-reported crime. The crime rate in rural areas was 30% higher than in urban areas (6,581 versus 5,082 incidents per 100,000 population).

As a result of concerns raised by FCM and other stakeholders, there is growing momentum to respond to rising crime rates in rural communities. The most recent federal budget committed \$80 million in 2018–19 to reinforce existing RCMP policing operations and to support the recruitment and training of new RCMP cadets, responding directly to calls by municipalities to address rising RCMP vacancy rates. The newly appointed RCMP commissioner has also expressed her commitment to address these growing challenges with new training and resources for the force.

In May 2018, MP Shannon Stubbs motioned for the Standing Committee on Public Safety and National Security to undertake a study on rural crime in Canada. In response to the motion, FCM wrote to the Committee in July 2018 to request the opportunity to participate in the study and appear before the Committee in the coming months. Moving forward, FCM's engagement in this study will focus on the need for a fair and equitable arrangement to plan and resource policing services. We will also advocate for new community-based approaches to combating crime and victimization that are developed and implemented through intergovernmental and community-based partnerships.

Analysis

The need to prevent violence and crime in our rural communities through effective policing and crime prevention strategies is embedded in existing FCM policy. FCM has consistently communicated to our federal partners that violence and crime in our communities requires effective policing and crime prevention strategies, as well as policies to deal with the root causes of crime. Our advocacy has focused generally on securing additional resources for rural policing and crime prevention initiatives, rather than changes to the Criminal Code. In our May 2018 report on rural Canada, [Rural Challenges, National Opportunity](#), we called on the government to ensure that federal funding for municipal policing is provided on a fair, predictable and sustainable basis that allows local governments to plan and resource policing services to meet local needs.

However, under FCM's [Procedures for Resolutions](#), 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. Furthermore, while the Criminal Code of Canada is under federal jurisdiction, the Court of Queen's Bench of Alberta and other superior-level courts are the courts of first instance for criminal prosecutions for indictable offences and are under the jurisdiction of the provinces and territories. Each province and territory makes their own decisions related to the resourcing and prioritization of criminal cases for these courts.

Recommendation

Given that this resolution advocates for changes to the Criminal Code of Canada and harsher prosecution of criminal cases through provincial and territorial courts, it addresses issues that are not the direct responsibility or concern of Canadian municipalities and are not municipal-federal issues.

Staff recommends Category B – Issues not within municipal and/or federal jurisdiction at the national level

The Standing Committee on Community Safety and Crime Prevention

2018 SEPTEMBER BOARD DECISION:

February 9, 2018

CSCP-2018-09- Marihuana Addiction Treatment, Prevention and Education

WHEREAS, Large profits will be made by the Federal Government in the form of taxes once the Liberal Government passes legislation permitting the recreational use of Marihuana in Canada. Enormous profits will be made through the manufacture, production and distribution of Marihuana;

WHEREAS, The human cost will be in the 100's of Millions possibly Billions of dollars. The tragic loss of humanity through addiction is immeasurable. By legalizing Marihuana the Federal Government will sanction and subsequently legitimize its use among Canadians;

WHEREAS, If we have learned anything from the use of alcohol and tobacco there will be serious and often irreversible effects due to marihuana consumption. Treatment facilities have to be available for immediate and adequate response for all Canadians, not just for those who can afford private care. Trained professionals, care facilities and education have to be ahead of the need;

WHEREAS, It is well studied that a proportion of any population is susceptible to becoming dependent on an addictive substance. This adds up to 10's even 100's of thousands of Canadians;

WHEREAS, We have seen huge legal assessments against tobacco and alcohol producers after the harm has already been done and lives lost. Decades ago tobacco producers denied the harmful effects of smoking, second hand smoke and the addictive nature of tobacco smoking. Health risks and the potential for addiction cannot be denied and is the direct responsibility of the Federal Government and manufacturers, producers and distributors of Marihuana; therefore be it

RESOLVED, That FCM urge the Federal Government to commit all its tax revenue derived from the sale of marihuana that has not been designated to the provinces, for use in treatment, prevention and education; and be it further

RESOLVED, That FCM urge the Federal Government to ensure that those involved in the manufacture, production, distribution and sale of marihuana are required to establish a minimum 500 million dollar trust for the treatment of addicted persons in Canada.

North Saanich, BC

Background Research and Assessment:

Issue

This resolution addresses the issue of funding for cannabis treatment, prevention and education. The legalization of cannabis, similar to tobacco and alcohol, could potentially have adverse effects on individual and community health and safety. The resolution proposes that

federal portion of excise taxation revenues generated from the sale of non-medical cannabis should go towards treatment, prevention and education activities. Additionally, the resolution proposes that a \$500 million trust be created from cannabis industry profits for addictions treatment.

Background

- FCM has actively engaged the federal government on issues pertaining to non-medical cannabis legalization since 2016, when the federal [Task Force on Cannabis Legalization and Regulation](#) began its work providing recommendations to the Government of Canada on the establishment of their new cannabis regime.
- FCM's policy and advocacy has remained focused on the municipal responsibilities and costs associated with implementing and enforcing the new cannabis regime. Through extensive collaboration with municipalities and Provincial/Territorial Associations from across the country, FCM developed the [Municipal Guide to Cannabis Legalization](#) – a detailed analysis of the primary roles and responsibilities of municipal governments. This research demonstrates that the areas of greatest impact local governments are land-use management, business licensing, public consumption, implications of cannabis in the workplace for municipalities as employers and enforcement issues.
- In December 2017, FCM provided a [submission](#) to the Proposed Excise Duty Framework for Cannabis Products consultation led by the Department of Finance. In it, FCM recommended a one-third (33%) share of total excise tax revenues collected on the sale of cannabis products be delivered to local governments as one tool to address all municipal costs implications of this new federal legislative initiative.
- In Budget 2018, the federal government announced \$62.5 million over five years for public education initiatives related to cannabis, as well as \$20M over five years to assess the impact of cannabis use on the mental health and to support research on cannabis addiction.

Analysis

This resolution specifically calls on the Government of Canada to direct its portion of tax revenue derived from the sale of cannabis towards treatment, prevention and education initiatives. FCM's existing policy calls on the federal government to work with municipalities to address the full suite of costs associated with cannabis legalization, including municipal costs related to education, health, enforcement and administration. This existing policy frame has driven FCM's research and advocacy since the federal government began consulting partners and stakeholders in 2016.

While this approach has garnered considerable gains for the municipal sector, it remains unclear how much of the excise tax revenues will flow to municipal governments and by what mechanism. With a commitment from the federal government to review the excise tax sharing agreement 6 months after legalization, and with existing federal funds already earmarked in Budget 2018 to support cannabis related public education (\$62.5 million over 5 years), mental health (10 million over 5 years) and addictions research (\$10 million over 5 years), it is recommended that FCM's policy approach remain focused on ensuring there is adequate

support for municipalities to cover the costs of implementation. As legalization gets underway, the next six months present the municipal sector with a critical window to solidify the existing municipal gains related to local costs.

The second operative clause requests that the federal government establish a minimum \$500 million trust for the treatment of addicted persons generated from private sector profits. Given Canada is still in early stages of the implementation of legal non-medical cannabis, there are many unknowns. Calling on industry to develop a trust could have inadvertent consequences, ultimately adding additional costs to cannabis producers that could drive up the cost of cannabis and help black market producers undermine legitimate production and sales.

Recommendation

The approach for the use of the federal excise tax on cannabis proposed in this resolution is inconsistent with existing FCM policy to ensure that all municipal costs associated with cannabis legalization are addressed, including through the use of excise tax revenues and other mechanisms. Furthermore, cannabis addiction treatment, prevention and education is currently being addressed by federal and provincial/territorial orders of government. Both the impact and costs associated with the legalization of non-medical cannabis will continue to evolve and it is advised that FCM staff monitor federal and private sector actions for future consideration but continue to focus FCM cannabis policy on municipal costs.

Staff recommends Category A – Non-concurrence (not adopted as FCM policy)

The Standing Committee on Community Safety and Crime Prevention

2018 SEPTEMBER BOARD DECISION:

CSCP-2018-10- Marijuana Tax Revenue

WHEREAS, Marijuana will soon be available for purchase through retail outlets in Canada;

WHEREAS, The sale of marijuana will generate new tax revenues;

WHEREAS, The Government of Canada and the Government of Ontario have been actively discussing how to distribute the new tax revenues generated by the sale of marijuana;

WHEREAS, The Government of Canada and the Government of Ontario have thus far not agreed to distribute any of the new tax revenues generated by the sale of marijuana to municipalities directly;

WHEREAS, Municipalities are responsible for critical infrastructure projects, such as roads, bridges, water treatment and delivery of potable water;

WHEREAS, Municipalities face a significant challenge in funding critical infrastructure projects and have limited options for increasing revenues, aside from raising property taxes, which negatively impacts all taxpayers; and

WHEREAS, The new tax revenues generated from the sale of marijuana, could be used to help offset infrastructure costs for municipalities; therefore be it

RESOLVED, That FCM urge the Government of Canada to allocate a proportionate share of the new tax revenues generated from the sale of marijuana, to municipalities directly; and further be it

RESOLVED, That FCM urge the Government of Canada to create a fund, similar to the Gas Tax Fund and the Clean Water and Wastewater Fund, from the new tax revenues generated by the sale of marijuana, to provide funding to municipalities for infrastructure projects.

*Town of Lakeshore, ON
City of Belleville, ON
The Corporation of the Township of Bonnechere Valley, ON
Corporation of the Township of Chisholm, ON
The Corporation of the Town of Espanola, ON
County of Essex, ON
Township of Gillies, ON
Municipality of Greenstone, ON
Township of Hornepayne, ON
Municipality of Killarney, ON
Township of Lakeshore, ON
Corporation of the Town of LaSalle, ON
The Corporation of the Town of Laurentian Hills, ON
Municipality of Machin, ON
The Corporation of the Town of Marathon, ON*

Township of McKellar, ON
The Corporation of the Township of McNab/Bareside, ON
The Township of Minden Hills, ON
Township of North Frontenac, ON
The Corporation of the City of Oshawa, ON
The Corporation of the Township of Prince, ON
Corporation of the Municipality of Thames Centre, ON

Background Research and Assessment:

Issue

The legalization of non-medical cannabis will create excise tax revenues for federal, provincial and territorial governments. Municipal governments have difficulty funding critical infrastructure projects with limited options for increasing revenues beyond raising property taxes. The sponsor proposes that a portion of the non-medical cannabis excise tax flow directly to municipalities, in a manner similar to the federal Gas Tax Fund or Clean Water and Wastewater Fund, as a new tool to help offset local infrastructure costs.

Background

- In December 2017, FCM provided a [submission](#) to the Proposed Excise Duty Framework for Cannabis Products consultation led by the Department of Finance. In it, FCM recommended a one-third (33%) share of total excise tax revenues collected on the sale of cannabis products be delivered to local governments.
- FCM's submission also highlighted that additional funding mechanisms, such as the \$81M over five years committed by the federal government in Budget 2017 to support police training and capacity building, could potentially be scaled up to address costs not covered by excise tax revenues.
- As a result of FCM's advocacy, an agreement was reached between federal, provincial and territorial finance ministers whereby the federal government agreed to share the excise tax revenues from the sale of non-medical cannabis (25% for the federal government and 75% for the provinces and territories). The federal commitment to vacate 25 percent of the cannabis excise tax room from their original proposal was done with the expectation that these funds flow to municipalities to address the local cost related to cannabis legalization.
- In May 2018, the chair of FCM's Big City Mayor's Caucus (BCMC) wrote to the provincial and territorial finance ministers to reiterate that based on FCM's preliminary calculations, one third of cannabis excise tax revenues to be allocated to local governments to help support the legalization costs. Additionally, other financial mechanisms to address costs should be considered to ensure the safe and effective local implementation.

Analysis

The strategic focus of FCM's policy and advocacy remains ensuring municipalities are kept whole throughout the implementation and ongoing enforcement of non-medical cannabis, reflecting the breadth of activities that local governments will have to support as legalization is implemented. This objective aligns with the first resolved clause contained in this resolution.

While tax revenues from non-medical cannabis sales will likely grow in the future, the initial revenue projections are currently modest and unclear. A report on the potential tax revenue released by the Parliamentary Budget Officer (PBO) in November 2016 estimated \$618 million in revenue in 2018, assuming average legal and illicit market prices of \$9.00 per gram. Other public revenue estimates vary significantly. It is also unclear if legalization in Canada will have the economic impact experiences in other jurisdictions, such as in several U.S. states.

FCM called for one-third of estimated excise tax revenues to flow to municipalities to address the costs associated with implementation and enforcement. Based on the estimated per capita cost to the municipal sector identified by FCM, one-third of the total cannabis excise tax flowing to municipalities could address most costs. Other tools, such as Public Safety Canada's \$81 million for police training and equipment could be scaled up if future evidence demonstrates that municipal costs are not addressed through other funding streams.

With respect to the second resolved clause, federal, provincial and territorial governments use tobacco and alcohol taxes to fund a variety of initiatives. However, only under special circumstances is taxation revenue directed towards specific funds or special initiatives. There is no current example within Canadian taxation policy for alcohol and tobacco revenues to inform a direct transfer of funds to address infrastructure projects. Additional research will be required to understand the impact of utilizing cannabis excise tax revenues in this manner.

Recommendation

The recommendation at this time is to keep FCM's cannabis cost policy and advocacy work focused on keeping municipalities whole and to undertake monitoring and additional research to better understand if there will be sufficient excise tax revenue to support municipal costs associated with legalization and to direct to other municipal priorities. While the first resolved clause is consistent with FCM policy, the second resolved clause requires more information about the amount of excise tax revenue collected and the extent of municipal costs relating to legalization that is not yet available. Advocating to flow cannabis excise tax revenues to municipalities to pay for infrastructure before the municipal sector has secured reliable and ongoing funding to address implementation costs, and before a more accurate revenue rate is available constrain the ability of municipalities to recover those implementation costs.

Staff recommendations:

For clause 1, staff recommends Category D (in accordance with existing FCM policy)

For clause 2, staff recommends that this clause be referred back to staff for further analysis.

The Standing Committee on Community Safety and Crime Prevention

2018 SEPTEMBER BOARD DECISION:

CSCP-2018-11- Regulations pertaining to the access of medical cannabis

WHEREAS, The Federal Government implemented new rules concerning access to cannabis for medical purposes on August 24, 2016; and

WHEREAS, The new rules permit individuals to obtain a medical document from their health practitioner prescribing how much dried marijuana (in grams) the person is required to take on a daily basis; and

WHEREAS, There are three options available to a person to obtain the medical cannabis they need which include buying it from a licensed producer, registering with Health Canada to produce a limited amount of cannabis for his/her own purposes and registering with Health Canada to designate another person to produce it for him/her; and

WHEREAS, The Government of Canada has produced a document entitled “Information Bulletin safety and security considerations when producing cannabis for your own medial purposes” to explain the Access to Cannabis for Medical Purposes Regulations; and

WHEREAS, Based on Health Canada rules, a maximum of four (4) registrations are permitted for marijuana plant production at one (1) address; and

WHEREAS, Although people are required to register with Health Canada before they can produce or have someone else produce their cannabis for them, there is no requirement for the person to have to seek any approvals (i.e. Zoning compliance, Building Code compliance, confirmation regarding distance from schools, daycares, etc.) from the local municipality where the cultivation of cannabis operation will be taking place prior to being considered registered with Health Canada; and

WHEREAS, Health Canada has simply outlined some recommended safety and security measures and indicated in their information Bulletin that persons are expected to comply with all relevant provincial/territorial and municipal laws before they are deemed “registered” and given permission to grow the cannabis prescribed; and

WHEREAS, there are currently no specific regulations concerning smell outlined by Health Canada; and

WHEREAS, Odour issues are notoriously difficult to regulate and remediate; therefore be it

RESOLVED, That FCM urge the Federal Government through Health Canada to implement the following measures before issuing licenses for medical cannabis:

1. Require consultation and/or at a minimum communication with staff at the local municipality to ensure that rules and regulations are being met (i.e. Zoning, Building Code compliance, Fire Code compliance, etc.);
2. Implement specific regulations around smell;

3. Reduce the number of plants being cultivated in any one building or require upgraded requirements for the cultivation of plants over the minimum number beyond minimum requirements; and further be it

RESOLVED, That preferably Health Canada only issue licenses to individual growers (for individuals to grow on their own property) or licensed commercial producers (and not issue licenses for designated growers and licenses for individuals to grow on other people's property) as these are problematic; and further be it

RESOLVED, That following approval, Health Canada implement an oversight system to ensure the person being issued the licenses is acting in accordance with the licenses issued.

Carleton Place, ON

Background Research and Assessment:

Issue

This resolution addresses local challenges associated with personal production of cannabis for medical purposes. While persons who are legally entitled to grow their own cannabis or have someone else produce it for them are required to get a permit from Health Canada, there are limited federal requirements in place to help municipal governments address health, safety and public nuisance concerns. These concerns include odour, electrical safety, the number of plants produced and building degradation. The resolution requests that Health Canada ensure that medical cannabis producers meet more stringent requirements in order to obtain a medical cannabis license.

Background

- The use of residential premises for the cultivation of medical cannabis plants has created challenges for Canadian municipalities over the past several decades. This includes issues with building code compliance, increased demands on policing resources, local nuisance complaints, and erosion of the culture of compliance on which the effectiveness of local bylaws largely depends.
- These problems were exacerbated at times by people holding Health Canada production licenses who failed to adhere to the plant quantity terms of their license. Health Canada has in many cases also failed to enforce those terms.
- FCM has developed policy to address the above-mentioned issues since 2001, with the creation of Canada's first cannabis regulations – the Marihuana Medical Access Regulations (MMAR). Several policy resolutions pertaining to this topic have been approved by the Board:
 - A 2015 [resolution](#) called on Health Canada to: provide the addresses of all grow operations licenses under the Medical Marijuana Access Regulations to the designated local government official in all local government jurisdictions; to

permit these properties to be inspected to ensure safety of all residents; and to bring the properties into compliance with relevant provincial and local government regulations. The resolution also called on the federal government to undertake ongoing and regular enforcement of all relevant legislation and guidelines of grow operations licenses under the medical Marijuana Access Regulations.

- A 2017 [resolution](#) called on the federal government to provide that if a breach of the *Marihuana for Medical Purposes Regulations (MMPR)* occurred, the people holding the licenses for medical marihuana production lose the use of their license.
- FCM's position has remained consistent that the illegal abuse of the program rules under the MMPR present undue risks to the health and safety of communities. This position was clearly articulated in a 2013 [letter](#) to Health Canada. While the federal government has attempted to make modest improvements to the medical cannabis licensing regime over the last decade, municipalities, police and fire services continue to face challenges largely due to the complex constitutional environment which protects patients' rights to access medicine.

Analysis

At present, the courts have consistently found that eliminating/restricting personal cultivation to medical cannabis and providing access solely through commercial cultivation does not fully address patients' rights to access cannabis for medical purposes. Since 2001, nine court challenges have been brought forward after efforts were made to limit patient's abilities to access cannabis via personal cultivation. In all cases, attempts to restrict patients' access were struck down, including most recently in *Allard et al v. Canada* which resulted in the 2016 changes to the medical marijuana regulations.

FCM has engaged with Health Canada on the current status of the medical cannabis regime and they remain open to working with the municipal sector to address local concerns. In the current legal context, it continues to remain challenging to make changes to the medical cannabis regime that in any way restricts access. However, the regulatory environment (for both medical and non-medical) is rapidly changing, particularly as non-medical cannabis is set to become legal on October 17, 2018. As legal supplies of cannabis become more readily available over the coming years, it may become easier to justify restrictions on personal cultivation. With commercially run legal cannabis stores being established across the country, the need for patients or a designate of patients to grow their own on the basis of fair and affordable access to cannabis could be greatly diminished.

Recommendation

Initial analysis and engagement with the federal government suggests that the issue this resolution addresses remains relevant to the municipal sector. However, because of the highly contentious, rapidly evolving and complicated regulatory environment for medical cannabis, FCM staff require more time to undertake additional research and engagement with Health Canada to determine the most appropriate way forward.

Staff recommends that this resolution be referred back to staff for further analysis and considered at the March 2019 Board of Directors meeting.

The Standing Committee on Community Safety and Crime Prevention

2018 SEPTEMBER BOARD DECISION:

CSCP-2018-12- Supporting Investments for Storm Water and Drainage Infrastructure

WHEREAS, Weather patterns seem to have changed, in that excessive and prolonged precipitation is now becoming more frequent and regular;

WHEREAS, There is an increased chance of flooding, as result of excessive and prolonged precipitation;

WHEREAS, Municipalities are now faced with the reality that significant storm water management and drainage infrastructure improvements are required to mitigate against flooding, which will come at a significant cost;

WHEREAS, It is not feasible for municipalities to pass along the costs of all storm water management and drainage improvements onto property owners through property tax increases or drainage assessments;

WHEREAS, Municipalities are almost entirely reliant upon property taxes for their funding needs; and

WHEREAS, The Government of Canada and the Government of Ontario have recognized the need for infrastructure investments and have promised funding for these investments; therefore be it

RESOLVED, That FCM urge the Government of Canada to immediately allocate infrastructure funding dedicated to municipalities for storm water management and drainage improvements; and further be it

RESOLVED, That FCM urge the Government of Canada to prioritize funding allocations according to the recent propensity of specific regions to flood, with a specific focus on regions that have flooded multiple times, within a 1 year period;

*Town of Lakeshore, ON
The Corporation of Champlain Township, ON
Corporation of the Township of Chisholm, ON
Township of Hornepayne, ON
The Corporation of the Town of Laurentian Hills, ON
Township of McKellar, ON
The Corporation of the Municipality of Neebing, ON
City of Port Colborne, ON
The Corporation of the Town of Tecumseh, ON
The Corporation of the Township of Uxbridge, ON*

Background Research and Assessment:

Issue

The sponsors of the resolution are concerned that climate change and associated changes in precipitation patterns will require significant storm water management and drainage infrastructure improvements to mitigate against flooding. They are requesting that the federal government allocate additional infrastructure funding for these improvements and to prioritize funding allocations for regions with more frequent and severe recent flooding.

Background

As the owners and operators of 60 percent of the public infrastructure that Canadians rely on, municipalities are on the front lines of climate change. Municipal infrastructure is susceptible to both chronic and acute climate risks. FCM recognizes that addressing these risks by retrofitting infrastructure poses an additional burden on municipalities with limited financial capacity.

Recently, the federal government has committed significant infrastructure funding to help cities and communities mitigate against flooding. For example, \$2 billion has been committed to Infrastructure Canada's Clean Water and Wastewater Fund (CWWF) under Phase 1 of the Investing in Canada Plan and an additional \$9 billion has been committed for green infrastructure projects under Phase 2, including for investments that will provide communities with more reliable drinking water, wastewater and storm water systems. Furthermore, the Government of Canada's Disaster Mitigation and Adaptation Fund (DMAF) is a 10-year, \$2 billion national program designed to help communities better withstand current and future risks of natural hazards through natural infrastructure, like wetlands, or built infrastructure, like dams or dikes. This new funding responds directly to FCM's calls for federal tools to help communities strengthen their resilience to extreme weather events and disasters. It will enable municipalities to scale-up efforts that are already underway to adapt to climate change and improve community resilience.

Federal, Provincial and Territorial (FPT) Ministers responsible for emergency management recently met in May 2018 to discuss new financial tools to manage flood risk. Ministers requested that Public Safety Canada continue to work with key stakeholders to further refine options for managing the financial costs and report to Ministers on progress by November 2018. FCM has been actively involved in this work and is consulting member municipalities on possible tools to support high-risk households and communities and improve consumer awareness as part of the implementation of a national flood insurance regime.

In advance of the next meeting of the FPT Ministers, FCM is continuing to work with the federal government to address key gaps in flood risk mitigation, response and recovery based on the following principles:

- A need for ongoing federal leadership on floodplain mapping beyond the expiry of the National Disaster Mitigation Program (NDMP) in 2019 and improved access to information on flood risk to support planning and decision-making by all orders of government;

- That funding and programs should be designed to support a proactive approach to flood-risk management, and ensure that funding models support both proactive investments in mitigation and building back better post-incident;
- Public education and awareness about flood risk should be developed and delivered through a collaborative and coordinated approach between federal, provincial/territorial, municipal governments and other stakeholders; and
- Any comprehensive flood risk management approach should be designed to ensure that high-risk properties are not left without affordable options to address their flood risk.

Analysis

This resolution advocates for an issue that is a direct concern of Canadian municipalities and that falls within the jurisdiction of the federal government. The federal government has been increasingly active in discussions with FCM and other stakeholders on how to better mitigate the risk of flooding in communities and is now investing billions of dollars in structural and non-structural mitigation measures.

This resolution calls for federal funding to be made available to support investments in storm water and drainage infrastructure. Existing FCM policy calls on the federal government to include water and wastewater projects as eligible investments under federal infrastructure funding programs. In designing both the Investing in Canada infrastructure plan, and the DMAF program, the federal government has included storm water as an eligible project and cost category. FCM will monitor the impact of the federal commitments to invest in water-related infrastructure.

With respect for the call to prioritize funding allocation according an assessment of recent flooding incidents, there are two factors to consider. Firstly, FCM has consistently advocated for the prioritization of projects to be informed by local municipal priorities, ideally aligned with local asset management and capital planning processes. This allows municipalities to determine the appropriate prioritization, and sequencing of infrastructure investments in their community, based on local needs. To introduce a prioritization process for storm water funding that is based on past flooding experiences in a given municipality could potentially limit the ability of municipalities to proactively plan to avoid the impact of major flood disasters, or sequence storm water investments with other high-priority infrastructure investments. Local flexibility is a core principle FCM's federal infrastructure funding advocacy.

Secondly, it is unclear if there would be sufficiently reliable and transparent data on flood incidence and severity available to fairly assess and prioritize projects in the manner suggested by the resolution. FCM continues to work with the federal government and other key stakeholders to improve mapping and data to support better decision-making for all infrastructure, including storm water and drainage assets.

Recommendation

This resolution does address a federal-municipal issue. The first resolved clause is consistent with existing FCM policy, calling for the federal government to allocate funding to storm water infrastructure.

The second resolved clause however is inconsistent with FCM policy that seeks to ensure that municipalities can prioritize projects according to local needs and planning practices, and would be difficult to implement given the current lack of sufficient and transparent data on flood incidence in Canada.

For Clause 1, staff recommends Category D (in accordance with existing FCM policy)

For Clause 2, staff recommends Category A – Non-concurrence (not adopted as FCM policy)

The Standing Committee on Community Safety and Crime Prevention

2018 SEPTEMBER BOARD DECISION:

CSCP-2018-13- Wildfire Crime

WHEREAS, In the wake of BC wildfires, many reports were made of persons illegally accessing restricted fire zones and in particular vulnerable evacuation zones to commit wildfire crime including trespass, vandalism, looting, theft of personal property and theft of wildfire fighting equipment and supplies;

WHEREAS, The BC Emergency Act and the Criminal Code of Canada are in need of strengthened language and provisions to specifically and appropriately target and prosecute perpetrators of wildfire crime, including crime which potentially threatens firefighter life and safety;

WHEREAS, Penalties appropriate to the severity of such criminal activity in fire zones and vulnerable evacuation zones would enable and provide for meaningful prosecution and conviction, as well as providing a strong and effective deterrent to persons considering such crime; therefore be it

RESOLVED, That FCM urge the Government of Canada to take whatever actions deemed necessary to enable and provide for more appropriate and meaningful penalties for such wildfire crime.

*City of Quesnel, BC
City of Williams Lake, BC*

Background Research and Assessment:

Issue

The sponsors of the resolution are concerned by recent reports that persons have been accessing evacuated communities and fire zones to commit trespass, vandalism, looting, theft of personal property and theft of wildfire fighting equipment and supplies. In response to a perception of increased criminal activity in wildfire zones, this resolution calls on FCM to engage other orders of government to develop harsher penalties for these offenses through amendments to the Criminal Code of Canada and other measures to appropriately prosecute offenders.

Background

The sponsoring municipalities are concerned by increased criminal activity in communities impacted by natural disasters. During the 2017 wildfire season, more than 10 arrests were made related to looting in Williams Lake, BC and 100 Mile House, BC. Other communities have experienced criminal activity, such as trespassing, vandalism and looting, during disaster-related evacuations, including High River, AB during the 2013 floods, Maugerville, NB during the 2018 floods, and Fort McMurray, AB during the 2016 wildfire. While Statistics Canada tracks annual changes in police-reported crime in provinces, territories and individual communities, it does not draw conclusions on the impact of natural disasters on these statistics at the local level.

Analysis

FCM recognizes that local governments are also on the front lines as new weather extremes cause property damage and economic disruption. As first responders in 90 per cent of all emergencies, Canada's municipal governments play a critical role in public safety and emergency preparedness. FCM continues to advocate for the federal government to recognize the critical role of municipal governments as first responders in natural disasters and provide resources and training to municipal agencies to reduce the economic and social impact, including increased criminal activity, of natural disasters.

Under FCM's [Procedures for Resolutions](#), 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. Furthermore, while the Criminal Code of Canada is under federal jurisdiction, the Provincial Court of British Columbia and other superior-level courts are the courts of first instance for criminal prosecutions for indictable offences and are under the jurisdiction of the provinces and territories. Each province and territory makes their own decisions related to the resourcing and prioritization of criminal cases for these courts.

Recommendation

Given that this resolution advocates for specific changes to the Criminal Code of Canada and harsher prosecution of criminal cases through provincial and territorial courts, it addresses issues that are not the direct responsibility or concern of Canadian municipalities and are not municipal-federal issues.

Staff recommends Category B – Issues not within municipal and/or federal jurisdiction at the national level

The Standing Committee on Community Safety and Crime Prevention

2018 SEPTEMBER BOARD DECISION:

Environmental Issues and Sustainable Development

February 27, 2018

EISD-2018-04- Electric Vehicle Incentives

WHEREAS, Switching our transportation sector from reliance on fossil-fueled vehicles to electric vehicles is one vital component of the effort in Canada and worldwide to reduce the threat of climate change;

WHEREAS, The province of British Columbia has implemented a Clean Energy Vehicle (CEV) incentive program, but other jurisdictions in North America and around the world have done even more;

WHEREAS, To sustain and increase the adoption of electric vehicles in British Columbia and across Canada it is clear that expanding the scope of existing incentive programs will be required

WHEREAS, the United States Government offers a \$7,500 USD (~\$9,465 CAD) federal income tax credit for electric vehicles in addition to any state incentives;

WHEREAS, subsidies in Norway have included a waiving of their (25%) sales tax, non-recurring vehicle fees and parking fees, in addition to other financial and non-financial incentives, and altogether these have pushed nationwide EV adoption to over 30%, and have actually led to the start of phasing out of EV subsidies due to their own success; therefore be it

RESOLVED, That FCM call on the Government of Canada to implement a compelling and effective electric vehicle subsidy program to be available nationwide.

Port Moody, BC

Background Research and Assessment:

Issue

This resolution calls on the federal government establish a national subsidy program to incentivize the use and purchase of electric vehicles (EVs), as a means to reduce consumer reliance on fossil-fueled vehicles and combat climate change.

Background

EVs have been slow to catch on in Canada. Currently, only 0.6% of new car sales in Canada are electric vehicles, compared to 29% in Norway. Analysts attribute this, primarily, to the higher up-front purchase price and a lack of charging infrastructure.

The transportation sector is currently responsible for 23% of Canada's GHG emissions and offers tremendous opportunities for emissions reduction. Increasing the mode share of EVs is

part of a suite of measures – including investments in public transit, and increased rates of ride sharing and active transportation – that will reduce transportation emissions.

Budget 2017 included \$9.2 billion for green infrastructure as part of the federal government's 11-year Investing in Canada Plan. The Green Infrastructure stream of the Integrated Bilateral Agreements (IBAs) includes dedicated funds for greenhouse gas mitigation, including for EV and alternative fuel infrastructure. In 2017, and early 2018, Natural Resources Canada (NRCan) offered funding to municipalities to install rapid EV charging stations through the Electric Vehicle and Alternative Fuel Infrastructure Deployment Initiative. In 2017 the federal government began the development of a National Zero-Emissions Vehicle Strategy. The release of the strategy has been delayed. According to media reports, one reason for the delay is disagreement between the automotive industry, environmental advocacy groups and the government about the need for an EV sales mandate or financial incentives.

Internationally, several jurisdictions, including the United States, Australia and much of the EU, provide a range of incentives for consumers to purchase EVs, such as: automobile tax reductions, personal income tax deductions, purchase subsidies/rebates, road tax exemptions and free charging outlets. Currently, British Columbia and Quebec are the only jurisdictions in Canada where similar incentives are available. Until recently, Ontario offered incentives of up to \$14,000 through the Electric and Hydrogen Vehicle Incentive Program (EHVIP), however the program was discontinued in July 2018.

Analysis

This resolution focuses on an issue that is the direct responsibility or concern of Canadian municipalities beyond a regional level, and falls within the jurisdiction of the federal government. Municipalities are active partners with the federal government in ensuring that that Canada meets its 2030 GHG reduction targets as established under the 2015 Paris Climate Agreement. In Canada, municipalities influence about half of all GHG emissions. EV are an important of Canada's emissions reduction strategy.

Since 2010, municipalities have increasingly cited the need to move towards zero emissions vehicles (i.e., battery electric and fuel cell electric vehicles) as part of municipal sustainability and climate change action plans. Many municipalities are implementing EV strategies, installing public EV charging stations and procuring EVs as municipal fleet vehicles. For instance, the City of Montreal is on track to install 1,000 public EV charging stations integrated into municipal parking meters by 2020. FCM has heard from municipal staff, including through the Canadian Urban Sustainability Practitioners (CUSP) network, that the lack of supply (reliable availability of EV models at local dealerships) and demand, due to the high up-front purchase price, are limiting municipal EV strategies.

Per-vehicle incentives are one way to increase demand for EVs. Other options include mandates that require car companies to sell a minimum number of EVs as a percentage of total sales, incentives for public and private charging infrastructure, and education and awareness campaigns. There is a healthy debate about whether per-vehicle incentives are more or less cost-effective than other measures, or in comparison to economy-wide measures like as carbon pricing. In 2018 and 2019 the federal government will further develop two key policies that will affect EV sales in Canada: the Clean Fuel Standard, which will limit the carbon intensity of liquid

transportation fuels, and the National Zero Emission Vehicle Strategy. Staff are requesting additional time to monitor the development of these policies and better assess the effectiveness of per-vehicle incentives compared to other policy options.

Recommendation

Staff recommends to Refer back to staff for further analysis

Standing Committee on Environmental Issues and Sustainable Development

2018 SEPTEMBER BOARD DECISION:

EISD-2018-05- Federal Programs to Enhance Municipal Conservation Projects

WHEREAS, The Municipality of the Township of Gore is a typical Canadian rural municipality which has many diverse lakes, forests and wetlands; and

WHEREAS, On private land, a municipality that wishes to conserve a natural site of interest and thereby ensure the access of its citizens to this common property and its rich fauna and flora, has little management options and must normally consider its acquisition; and

WHEREAS, The municipal assessment of a property is based on a market value calculated according to its development potential and that, as a result, a municipality is rarely financially competitive in the face of private interests; and

WHEREAS, Return on investment is easier to calculate for the short-term development of road infrastructure and buildings on a property than for the protection of ecological services provided by a protected natural site; and

WHEREAS, Recent federal and provincial public policies increasingly incorporate the need to protect natural environments such as wetlands; and

WHEREAS, Scientific studies, such as those coordinated by the Ouranos group, demonstrate that natural environments are key natural infrastructure in a climate change adaptation strategy; and

WHEREAS, Many economic studies, such as the one on the ecological capital of the Greater Montréal area, highlight the urgent need to invest to preserve the ecological services provided to us by natural environments; and

WHEREAS, The Township of Gore is making numerous efforts to secure the necessary funding to acquire certain natural environments on its territory that play a crucial role in order to manage them as natural assets or as natural municipal infrastructure and thereby continue the implementation of its strategic plan; and

WHEREAS, The efforts of this small rural municipality have had little success and little effectiveness since existing government funding programs hardly recognize the eligibility of this type of project and are geared towards actions to respond to urban priorities that seek to develop green engineering infrastructure, decontaminate or restore degraded sites, or implement alternative transportation networks; therefore be it

RESOLVED, That FCM request that the Government of Canada support municipal programs that enhance conservation projects in terms of the acquisition, management and restoration of natural environments that play a strategic role in the preservation of the living environments of their community.

Municipality of the Township of Gore, QC

Background Research and Assessment:

Issue

This resolution calls on the federal government to develop and implement funding programs to promote and enhance municipal environmental conservation projects, including acquisition, restoration and management of local ecosystems.

Background

Municipal conservation projects contribute to the protection of local ecosystems, biodiversity and wildlife, and preserve natural assets such as forests, wetlands, lakes and local waterways.

Conservation projects encompass a range of wide initiatives aimed at protecting and restoring local environments, including: forestry management, development of watershed strategies, soil erosion control, fish and wildlife management, and reforestation. Projects can also include acquisition of ecologically sensitive lands to protect them from future development, or purchase of high disaster-risk properties, such as those located on floodplains or in high-erosion areas along shorelines, to reduce future risk exposure.

While encouraged by the federal and provincial governments, municipalities are responsible for planning, implementing and funding their own conservation projects. Lack of funding is problematic for municipalities when it comes to implementing local and regional conservation strategies, particularly when considering the costs of land acquisition at market value. A patchwork of funding initiatives currently exists at the provincial level and through ad hoc partnerships with local non-profit organizations, however there are currently no dedicated federal funding programs aimed specifically at enhancing municipal conservation efforts.

The Government of Canada has committed to conserving at least 17 percent of terrestrial areas and inland water, and 10 percent of coastal and marine areas, by 2020, through networks of protected areas and other effective area-based conservation measures. Budget 2018 committed \$1.3 billion for biodiversity, species and risk and protected areas, including a \$500 million Nature Fund. The Nature Fund provides matching federal contributions – in partnership with corporate, not-for-profit, provincial, territorial and other partners – to purchase private or public lands for conservation purposes. Under the proposed terms of the fund, “communities” are indicated as eligible partners, however it is unclear whether eligibility will extend to local governments.

Analysis

The call to action outlined in this resolution is consistent with existing FCM policy positions on biodiversity and protected areas. Local governments play an important role in conservation and protection, and additional federal funding programs would support and increase municipal capacity to undertake these activities.

Municipally-led conservation projects support the protection of species at risk, particularly where municipal boundaries and the natural habitats of threatened species intersect. Municipal conservation projects also lead to increased resiliency to climate change. Investments in preservation of natural infrastructure, including forests, rivers and wetlands, can lead to

increased surface water retention, thereby reducing future flood risk. Additional co-benefits of natural infrastructure include reduced carbon emissions, recreation, rural jobs and habitat protection. Recognizing these benefits, the federal government has made natural infrastructure eligible for funding under the Disaster Mitigation Adaptation Fund (DMAF).

In the past, FCM has adopted similar resolutions requesting increased federal-municipal collaboration on conservation efforts, including *Municipal Partnership on Conservation Agreements under the Species at Risk Act* (2018), which called on the federal government to endorse municipal involvement as recognized partners in the exploration of conservation agreements under the *Species at Risk Act*.

Recommendation

Staff recommends Category A – Concurrence (adopted as FCM policy)

The Standing Committee on Environmental Issues and Sustainable Development

2018 SEPTEMBER BOARD DECISION:

EISD-2018-06- National Plastics Reduction Strategy

WHEREAS, Canada has the opportunity to become a waste reduction leader and has led the development of a new global treaty to combat plastic pollution, the Global Plastics Charter, discussed at the G7 meeting hosted by Canada in Charlevoix June 8-9th 2018;

WHEREAS, The G7 Countries have agreed to a Global plastics Charter that commits Canada to developing more resource-efficient and sustainable approaches to the management of plastics, that involves industry, academia, government and citizens;

RESOLVED, That the Federation of Canadian Municipalities (FCM) call on the Government of Canada to develop a national strategy that seeks to eliminate plastic pollution, with regulations aimed at:

1. Eliminating the use of problematic products and packaging that pollute our environment such as the industrial use of micro-plastics including, but not limited to, microbeads, needles, fibrous microplastics and fragments;
2. Reducing consumer and industrial use of single-use plastics, including, but not limited to, plastic bags, bottles, straws, tableware, polystyrene (foam), plastic tea bags, cigarette filters, and beverage containers;
3. Designing standardized products and packaging that are reusable, recyclable, or compostable (meeting minimum standards);
4. Incenting the reduction of waste, reusability of products and packaging, and ensuring all products and packaging can practically be required;
5. Establishing consistent national definitions (e.g. circular economy, resource recovery and recycling), performance standards, and measurement protocols for achieving targets;
6. Developing a national single-use plastics reduction and recycling performance standard;
7. Establishing a national single-use plastics recycled content performance standard;
8. Supporting commodity markets that incent the use of secondary materials over virgin materials; and
9. Making the producers of products and packaging directly responsible for reducing resource consumption.

*City of Toronto, ON
City of Vancouver, BC
City of Mississauga, ON
Region of Peel, ON*

RESOLVED, That the Federation of Canadian Municipalities (FCM) call on the Government of Canada to:

10. Identify plastics and plastic additives that are toxic or cannot feasibly be collected and recycled and ban or regulate their import, use, and sale;

RESOLVED, That the Federation of Canadian Municipalities (FCM) call on the Government of Canada to develop a national strategy that seeks to eliminate plastic pollution, with regulations aimed at:

11. Setting national plastic recovery targets that are measurable and encourage a transition to a circular economy; and
12. Creating incentives for waste management systems and infrastructure that increase the reuse, recycling and composting of products and packaging.

Region of Peel, ON

Background Research and Assessment:

Issue

This resolution calls on the Government of Canada to develop a national strategy to manage and mitigate plastic pollution in Canada, and proposes several key components to be included in a national strategy.

FCM received four resolutions on this topic, proposing very similar actions. Accordingly, staff has consolidated and reformatted the resolutions using a generic set of whereas clauses, and grouped the resolved clauses that are shared by each of the submissions.

Background

In 2018, the issue of plastic pollution, both on land and at sea, has been at the forefront of public and federal government interest in Canada. The federal government has used Canada's presidency of the G7 to push fellow member countries to promote ocean protection, particularly around the issue of plastics pollution.

At the G7 summit, in Charlevoix June 8-9th 2018, five countries – Canada, France, Germany, Italy, and the United Kingdom (and the European Union) – signed on to Canada's G7 Ocean Plastics Charter, a non-binding agreement aimed at promotion of sustainable and resource-efficient approaches to the management of plastics. In support of these efforts, Canada also committed \$100 million to assist vulnerable regions to combat plastic pollution in the ocean.

Domestically, the federal government has also been working with provincial and territorial governments to develop a national plastic reduction strategy and accompanying action plan. The Canadian Council of Ministers for the Environment (CCME) Waste Reduction and Recovery Committee has been looking at how to improve Extended Producer Responsibility across Canada by taking a "circular economy" approach. The CCME Ministers will meeting in November 2018, where they will likely approve a framework for reducing plastic waste in Canada.

Industry associations and environmental groups in Canada have responded to calls for action on plastics pollution. The Canadian Plastics Industry Association and the Chemistry Industry Association of Canada have stated that they aim to make 100 per cent of plastic packaging recyclable or "recoverable" — divertible from landfills for use in products like chemical feedstocks, fuel and lubricants — by 2030. A coalition of more than 40 environmental groups in Canada, including Environmental Defence, the David Suzuki Foundation, and the Ecology Action Centre, have called for zero plastics waste by 2025.

In April 2018, the federal government, through Environmental and Climate Change Canada (ECCC), launched an online consultation on the issue of plastics, with the aim of moving Canada towards zero plastics waste. The consultation period remains open.

Analysis

In Canada, responsibility for solid waste management is shared among the federal, provincial/territorial and municipal governments. Collection, diversion (recycling and composting) and disposal operations are the responsibility of municipal governments, while the provinces and territories are primarily responsible for policy and legislation, as well as licensing and monitoring of municipal and private operations. The federal government's involvement in solid waste management has typically been related to broader policy objectives related to sustainable development, regulation of toxic substances, international movement of solid waste, federal lands and operations, air emissions, including greenhouse gas emissions, and through federal funding programs. The federal government also has the ability to regulation packaging and labeling of products being sold or imported into Canada.

At the 2018 FCM Annual Conference, FCM's membership approved a resolution on [Marine Litter](#) (2018), which called on the federal government to develop a national strategy to mitigate and manage marine litter, particularly ocean plastics. The resolution proposed several key components of a national strategy targeting marine litter, which also take aim at plastic packaging and life-cycle management, including:

- Enhancing existing Extended Producer Responsibility (EPR) programs;
- Establishing measurable national targets aimed at mitigating ocean plastics pollution; and
- Evaluating of federal options to regulate packaging, including reducing the amount of packaging, setting minimum standards for recycled content or setting standards for recyclability, which is echoed by this resolution.

In the past, FCM has adopted similar resolutions requesting federal action to mitigate plastic pollution, including the resolutions [Prohibit Single Use Plastics in Canada](#) (2017) and [Banning Products Containing Microbeads](#) (2015).

This resolution proposes 12 ways the federal government should tackle plastic pollution. For this analysis, the 'Resolved' clauses have been grouped into five thematic clusters to determine their applicability to federal jurisdiction and FCM policy.

Clauses 1 and 10 (Eliminating problematic/toxic products):

- *Eliminating the use of problematic products and packaging that pollute our environment such as the industrial use of micro-plastics including, but not limited to, microbeads, needles, fibrous microplastics and fragments;*
- *Identify plastics and plastic additives that are toxic or cannot feasibly be collected and recycled and ban or regulate their import, use, and sale;*

The federal government has jurisdiction to ban or regulate substances deemed to be toxic under the *Canadian Environmental Protection Act*, including their manufacture, import and sale. For example, in 2015, after calls from multiple environmental groups and stakeholders, plastic microbeads were identified as toxic and subsequently banned. Establishment of regulations on the import of substances that pose risks to the environment and human health, which could potentially include plastics, would be consistent with FCM policies on environmental protection.

Clauses 2, 6 and 7 (Regulating Single-Use Plastics):

- *Reducing consumer and industrial use of single-use plastics, including, but not limited to, plastic bags, bottles, straws, tableware, polystyrene (foam), plastic tea bags, cigarette filters, and beverage containers;*
- *Developing a national single-use plastics reduction and recycling performance standard; and,*
- *Establishing a national single-use plastics recycled content performance standard.*

By signing on the G7 Ocean Protection Charter, the federal government has in principle already committed to reducing consumer and industrial use of single-use plastics. The federal government has indicated that it would also be willing to consider a ban on certain single-use plastic items, such as plastic bags and straws. Several local governments have already implemented their own by-laws banning plastic bags.

FCM has not previously adopted policy on the prohibition of single-use plastics, however reducing use of single-use plastics and promoting a circular economy through increased recycling is consistent with FCM's overall policy on this file and would support municipal efforts to reduce the volume of plastic material being collected through municipal waste streams.

Clauses 3 and 9 (Extended Producer Responsibility):

- *Designing standardized products and packaging that are reusable, recyclable, or compostable (meeting minimum standards);*
- *Making the producers of products and packaging directly responsible for reducing resource consumption.*

Clauses 5 and 11 (Shifting to a Circular Economy):

- *Establishing consistent national definitions (e.g. circular economy, resource recovery and recycling), performance standards, and measurement protocols for achieving targets;*
- *Setting national plastic recovery targets that are measureable and encourage a transition to a circular economy;*

Through the Canadian Council of Ministers of the Environment (CCME), the federal government, along with provincial and territorial governments, have endorsed the concept of Extended Producer Responsibility (EPR) and developed guidelines, for implementation at the provincial/territorial level, which shift responsibility for managing the lifecycle of packaging to producers and distributors.

FCM encourages the Government of Canada to work with all orders of government and industry on the coordinated implementation of national waste-management policies with extended producer responsibility as a key principle. The emphasis on extended producer responsibility would shift waste-management costs away from the taxpayer to producers and consumers. This shift would use market forces to drive innovation, product harmonization and enhanced product recyclability. The ultimate goal of such policies would be a life-cycle approach to product stewardship and greater recovery of waste as a secondary resource, moving Canada towards a more circular economy.

Clause 4, 8 and 12 (Creating Incentives):

- *Incenting the reduction of waste, reusability of products and packaging, and ensuring all products and packaging can practically be required;*
- *Supporting commodity markets that incent the use of secondary materials over virgin materials; and*
- *Creating incentives for waste management systems and infrastructure that increase the reuse, recycling and composting of products and packaging.*

In the past, FCM has advocated for similar actions from the federal government, namely to work with all orders of government and the private sector to reduce food waste, including through tax incentives for food producers, suppliers and retailers to donate unsold nutritious food, thereby helping reduce food waste, lower municipal costs for waste disposal, and decrease the environmental impact of food waste. Accordingly, a similar approach aimed at creating incentives for the reuse, recycling and composting of products and packaging – particularly plastics – would be consistent with these interventions.

Recommendations

The call to action outlined in this resolution is consistent with FCM policy and advocacy positions on the issue of plastics pollution. The federal government has an important role to play in coordinating federal-provincial-territorial waste policy. A national strategy to mitigate plastics pollution that includes the components outlined in this resolution would support existing municipal efforts to effectively manage solid waste, improving waste diversion rates across Canada.

For all clauses, staff recommends Category A – Concurrence (adopted as FCM policy)

The Standing Committee on Environmental Issues and Sustainable Development

2018 SEPTEMBER BOARD DECISION:

EISD-2018-07- Non-Compostable Produce Sticker Labels

WHEREAS, Composting is available and encouraged in most communities and many backyards in Canada; and

WHEREAS, The use of plastic non-compostable identification stickers contaminates the finished compost in commercial and private compost facilities; therefore be it

RESOLVED, That the federal government change both domestic and import regulations related to food labeling to require vegetable-based ink/food safe stamps on all fruits and vegetables sold in Canada.

City of Maple Ridge, BC

Background Research and Assessment:

Issue

Non-compostable produce sticker labels found on fruits and vegetables contaminate local waste composting facilities. This resolution calls on the federal government to develop domestic and import regulations requiring use of compostable stickers, vegetable-based ink or food-safe stamps to label food, instead of plastic stickers.

Background

Grocery stores and produce suppliers apply produce labels to fresh fruits and vegetables for identification and inventory purposes. These labels usually include a Price Look Up (PLU) code so that cashiers can easily scan the items at checkout.

Produce labels are typically made of non-compostable plastics, which contaminate commercial and private compost operations when discarded. Organic materials are screened throughout the composting process to filter out non-compostable elements, however many plastic produce labels survive this process. In 2015, a Swedish supermarket chain estimated that the elimination of produce stickers – on avocados alone – would eliminate roughly 220 kilometers of plastic packaging wrap per year.

Produce labels and PLU codes form part of an integrated global supply chain system for produce. They are used in multiple jurisdictions, including the United States, Canada, Mexico, New Zealand, Australia, Norway and Sweden.

Initiatives have been undertaken in various jurisdictions to reduce plastic pollution by eliminating plastic produce labels. Retailers in Sweden and the United Kingdom have experimented with alternative means of produce labeling, such as laser-printing, which imprints product branding directly on to the skin of fruits and vegetables, however these alternatives are reported to be high in cost.

Analysis

Plastic produce stickers are problematic for municipal waste composting systems because they are non-biodegradable and are difficult to filter out during the composting process. Plastic produce stickers also pose problems for municipal wastewater and treatment systems as they contribute to clogs, which damage sewer systems and machinery at local water treatment facilities, resulting in the need for increased maintenance and repairs. Federal regulations aimed at requiring food labels be composed of non-plastic, compostable materials would reduce this problem for municipal waste facilities, while reducing the overall amount of plastic that ends up in the environment, including in local waterways.

FCM has adopted previous policy positions on solid waste that are consistent with the actions called for in this resolution. In June 2018, FCM's membership approved a resolution on *Marine Litter*, which called on the federal government to develop a national strategy to mitigate and manage the presence of debris in the oceans, particularly plastics. Part of this strategy called for an evaluation of federal options to regulate packaging, including reducing the amount of packaging, setting minimum standards for recycled content or setting standards for recyclability. The present resolution expands on that federal role to ensure minimum standards also exist for compostability, or specifically in this case, requiring that produce stickers are biodegradable/compostable.

In the past, FCM has adopted similar resolutions requesting federal action aimed at mitigating and managing forms of solid plastic waste, including *Prohibit Single Use Plastics* (2017) and *Banning Products Containing Microbeads* (2016). This resolution is consistent with these prior policies and interventions.

Recommendation

Staff recommends Category A – Concurrence (adopted as FCM Policy)

The Standing Committee on Environmental Issues and Sustainable Development

2018 SEPTEMBER BOARD DECISION:

Municipal Finance and Intergovernmental Arrangements

August 8, 2018

FIG-2018-04- Income Tax Act – Supporting Private Contributions To Community Organizations

WHEREAS, The Federation of Canadian Municipalities adopted a resolution in March 2013 requesting the Federal Government amend the Income Tax Act by removing capital gains tax on gifts to charities of private company shares and real estate; and

WHEREAS, The FCM resolution expired in 2016 and needs to be renewed, and can be expanded to reflect the need for a broader review of the Income Tax Act to increase the economic stability available to not-for-profits (including charities); and

WHEREAS, Community-based not-for-profits in Toronto and elsewhere generate significant public benefit; and

WHEREAS, The City of Toronto and other municipalities directly work with not-for-profits to identify and serve the needs of residents which creates vibrant, inclusive and equitably resourced communities; and

WHEREAS, The City of Toronto has adopted a framework to guide its relationship with the not-for-profit sector, which includes a commitment to promoting the financial sustainability of the sector; and

WHEREAS, Changes to the Income Tax Act can assist in promoting the financial sustainability of the not-for-profit sector by increasing donations; and

WHEREAS, On May 22, 2018, Toronto City Council requested the federal government to review and modernize the Income Tax Act to benefit charities including by removing the capital gains tax on gifts to charities of private company shares and real estates; therefore be it

RESOLVED, That FCM urge the Federal Government to make amendments to the Income Tax Act to benefit charities including by removing the capital gains tax on gifts to charities of private company shares and real estate.

City of Toronto, ON

Background Research and Assessment:

Issue

This resolution focuses on amending the *Income Tax Act* to benefit community-based not-for-profit organizations and charities and potentially increasing charitable donations by removing the capital gains tax on gifts of private company shares and real estate.

Background

FCM has previously considered and supported this call to the federal government, most recently in 2013. In Budget 2015, the federal government proposed to increase support for charities by providing an exemption from capital gains tax in respect of certain dispositions of private corporation shares and real estate. This proposal also included anti-avoidance rules to mitigate potential abuse by donors. These changes were to be applied to donations made beginning in 2017, however, Budget 2016 confirmed that the new federal government did not intend to proceed with this measure.

In January 2018, the Senate appointed a Special Committee on the Charitable Sector, with a mandate to examine the impact of federal and provincial laws and policies governing charities, non-profit organizations, foundations, and other similar groups, and to examine the impact of the voluntary sector in Canada. The Committee is to submit its final report by December 31, 2018.

Analysis

The expansion of charitable gifts covered under the *Income Tax Act* to include private company shares and real estate has the potential to benefit local governments through a possible increase in charitable giving to community organizations. Not-for-profit and charitable organizations provide important services in cities and communities that contribute to an increased quality of life. Many municipalities work with community-based not-for-profit organizations on shared goals and priorities. Many of these organizations also receive municipal grants. An increase in private support could have the potential to reduce pressure on municipalities to support these initiatives or increase the capacity of these organizations to deliver on shared priorities.

The recommended changes to the *Income Tax Act* would be revenue neutral to municipalities, as the measures deal with income tax rather than property tax and therefore impact only the federal and provincial/territorial government. When the changes were introduced in Budget 2015, it was estimated that the measure would reduce federal revenues by \$265M over four years.

Recommendation

The not-for-profit and charitable sector generate significant public benefit and contribute to increased quality of life in our cities and communities. Changes to the *Income Tax Act* that would potentially increase in charitable donations would benefit local governments and communities.

Staff recommends Category A – Concurrence (adopted as FCM policy)

The Standing Committee on Municipal Finance and Intergovernmental Arrangements

2018 SEPTEMBER BOARD DECISION:

Social-Economic Development

January 29, 2018

SED-2018-01- Access to the Homelessness Partnering Strategy

WHEREAS, The Government of Canada funding for the Homelessness Partnering Strategy – Rural and Remote Homelessness program no longer gives priority to communities with population bases of less than 25,000,

WHEREAS, The changing focus of this program has left small communities under-serviced and unable to work with the vulnerable populations in finding adequate housing and facilitating social services for individual clients, and without this funding, small local governments are unable to fund outreach workers for these services without creating further financial pressure by downloading of provincial and federal responsibilities,

RESOLVED, That FCM call on the federal government to refocus the Homelessness Partnering Strategy – Rural and Remote Homelessness program funding to communities with a population of less than 25,000.

City of Kitimat, B.C.

Background Research and Assessment:

Issue

This resolution is calling on the federal government to refocus the Homelessness Partnering Strategy (HPS) Rural and Remote stream on communities with populations of less than 25,000, as it did prior to 2016. The resolution sponsor believes that the 2016 change to HPS, which eliminated the population threshold, has left small communities under-serviced in their efforts to address homelessness.

This resolution was first considered by the Committee in March, 2018. At that time staff recommended Category A – non-concurrence. The Committee referred the resolution back to staff seeking further information that wasn't available in March.

Background

HPS provides direct federal funding to communities to address homelessness in three streams: the Designated Communities stream provided funds on an allocation basis to 61 communities, which are large and mid-size cities; the Rural and Remote stream provided funds on an application basis to non-Designated Communities; and the Indigenous stream provides funds on an application basis to support Indigenous people living off-reserve and who are experiencing homelessness, and is available in communities of all sizes.

In Budget 2016, overall funding for HPS was increased, including to the Rural and Remote stream, which was doubled from \$5.6 million in 2015-16 to \$11.2 million annually for 2016-17

and 2017-18. Budget 2016 also announced a change to the Rural and Remote stream, whereby it no longer prioritized communities with populations of less than 25,000, but rather was available without prioritization to all non-Designated Communities. The rationale for the change was due to the lack of access to HPS funding the previous criteria created for communities larger than 25,000 but which are not Designated Communities. Communities larger than 25,000 in British Columbia, Alberta, Ontario, Quebec and Saskatchewan were affected by this gap in access. Budget 2017 committed to extending HPS for a ten-year period, as it was scheduled to end March 31, 2018. Budget 2017 also further increased the total envelope for HPS to \$2.1 billion, which retained the doubling of the Rural and Remote stream for 2018-19. The budget also set in motion a review of the program, with a commitment that a renewed HPS would roll out April 1, 2019.

In November 2017, FCM provided a formal submission to the Minister, outlining detailed recommendations for the renewed HPS. In that submission, FCM called for the retention of the Rural and Remote stream within HPS. However, FCM did not call for the reinstatement of the pre-budget 2016 prioritization of communities under 25,000. More broadly, FCM called for the federal government to use the increased investment in HPS to strategically widen and deepen HPS based on need.

On June 11, 2018 the federal government made a high-level announcement for the redesigned HPS entitled *Reaching Home: Canada's Homelessness Strategy*. The announcement confirmed that the new strategy would:

- Aim to reduce chronic homelessness by 50% over the next ten years
- Officially launch on April 1, 2019
- Include new Designated Communities
- Maintain the existing federal-community orientation
- Provide new investments in the Indigenous homelessness stream
- Have a new funding stream for three territories
- Retain the existing funding for the Rural and Remote stream

Under the new *Reaching Home* program, the federal government confirmed that the number of DC's would increase, and that the doubling of funding for the Rural and Remote stream would be retained. The new program also creates a new territorial stream specifically to help communities in Canada's North address homelessness. Details on how much funding will be allocated and what criteria is used to determine eligibility for DCs and other streams will be announced later in fall 2018.

Analysis

A central principle of FCM's existing homelessness policy is that the allocation of federal resources should be based on need. Given this, it would be challenging at this time to justify a call to reinstitute criteria that resulted in the exclusion of some communities – those that were above the 25,000 population threshold but were not Designated Communities – from the program altogether.

For the past two years, there has been considerably more funding for the Rural and Remote stream of HPS. The increased investment in part rationalized new criteria for the Rural and Remote stream, which made it available to all non-Designated Communities across Canada, not

just those with populations of 25,000 or less. Now, with the announcement of *Reaching Home*, the number of DCs will be modestly expanded and provided with dedicated funding. This change is expected to free up more Rural and Remote funding to go towards smaller communities. Additionally, increases to the Indigenous stream and the creation of a territorial stream (both of which, based on need, are likely to go towards service providers in rural and remote areas), will help ensure that the needs of smaller communities are addressed.

However, data on which communities have been accessing HPS and important new program details for *Reaching Home* are still unknown at this point. This information is essential to developing an informed policy position.

FCM staff will continue to engage with government officials at this critical juncture in the lead up to the formal program launch of *Reaching Home* in April 2019. Staff will also be attending a conference focused specifically on rural homelessness in fall 2018 to better understand the unique homelessness challenges that rural and remote communities face. This work will help FCM staff develop a more evidence-based recommendation at the March 2019 Board of Directors meeting.

Recommendation(s)

Staff recommends Refer back to staff for further analysis.

The Standing Committee on Social and Economic Development

2018 SEPTEMBER BOARD DECISION:

SED-2018-07- Federal Excise Tax on Sugar-Sweetened Beverages

WHEREAS, Canadian municipalities strive to build and maintain healthy, active, and complete communities;

WHEREAS, Sugar sweetened beverages are recognized as drinks that contain added sugars, which specifically includes non-diet carbonated soft drinks, sweetened tea and coffee, energy drinks, sports drinks, flavoured bottled water, and fruit drinks with less than 100% juice;

WHEREAS, In March 2017, the University of Waterloo determined that by implementing a 20 per cent federal excise tax on sugar sweetened beverages, over the next 25 years, the Canadian Federal Government could raise \$46.3 Billion in revenues and save \$11.5 billion in healthcare costs; and,

WHEREAS, A 20 per cent excise tax on sugar sweetened beverages would prevent 700,000 cases of obesity, 200,000 cases of Type 2 Diabetes, and 60,000 cases of heart disease; therefore be it

RESOLVED, That the Federation of Canadian Municipalities request that the Government of Canada expeditiously implement a 20 per cent excise tax on sugar sweetened beverages to improve the livelihood of Canadians and to reduce healthcare costs across the country.

City of St. Albert, AB

Background Research and Assessment:

Issue

Overconsumption of sugar-sweetened beverages has been linked to negative public health outcomes, including increased risk of developing conditions such as obesity, heart disease, and Type-2 diabetes. The sponsor of this resolution is proposing introduction of a federal excise tax on sugar-sweetened beverages as a means to curb consumption, reduce associated healthcare costs, and generate revenue for government.

Background

'Sugar-Sweetened Beverages' (SSBs) is a term based on criteria for 'added sugars', which specifically includes non-diet carbonated soft drinks, ready-to-drink sweetened tea and coffee, energy drinks, sports drinks, flavoured bottled water, and fruit drinks with less than 100% juice.

In supporting documentation, the sponsor cites research from the University of Waterloo in a study entitled, *The Health and Economic Impact of a Tax on Sugary Drinks in Canada (2017)*, which suggests that applying an excise tax on the retail price of SSBs would help to reduce death, disability, and healthcare costs in Canada.

The report was commissioned by the Canadian Cancer Society, Diabetes Canada, the Childhood Obesity Foundation, the Chronic Disease Prevention Alliance of Canada, and the Heart & Stroke Foundation. Since the report was published, a number of domestic and international public health organizations have called on the Government of Canada to implement the levy, including: the World Health Organization, the Canadian Medical Association, and the College of Family Physicians Canada.

Over the next 25 years, research suggests SSBs will account for 63,321 deaths and 2,185,549 healthy life years lost due to ill health, disability or early death, and contributing to an estimated \$50 billion in healthcare costs in Canada.

The report suggests that a 20% excise tax applied to the retail price of SSBs could generate about \$46.3 billion in government revenue, a further \$11.5 Billion would be saved in healthcare costs, over the next 25 years, and:

- 700,000 cases of obesity would be prevented;
- 200,000 cases of Type 2 Diabetes would be prevented; and
- 60,000 cases of heart disease would be prevented.

Other jurisdictions have imposed taxes on SSBs in recent history, including the United Kingdom, France, Mexico, and several cities in California. These taxes have typically been paid at retail in a 'cents per litre' format, based on specific beverage type. Some municipalities in Canada have supported bans on SSBs at city facilities.

Since the University of Waterloo released its study, the Canadian Beverage Association has disputed its methodology and findings and has suggested that reducing beverage calories through increased access to low-calorie beverages and promotion of calorie balance is a more effective method to promote public health.

In March 2016, a Canadian Senate Committee released a report that recommended the Government explore taxing sugary drinks, and in the lead-up to the 2016 federal budget, the Department of Finance conducted a confidential analysis on the pros and cons of implementing a tax on SSBs.

Analysis

This resolution addresses an issue that is not the direct responsibility or concern of Canadian municipalities and does not qualify as a municipal-federal issue. While some municipalities have banned or restricted the sale of SSBs at municipally operated facilities within their jurisdictions, these policy interventions have not extended to private consumption. Given that healthcare is primarily a provincial responsibility in Canada, Provinces and Territories would be the primary beneficiaries of a tax on SSBs. As a result, most discussions about policy interventions targeting SSBs have been focused provincially. There is no evidence that consumption of SSBs by private consumers has a direct impact on municipal operations. When considering similar resolutions in the past, FCM has avoided adopting resolutions related to health policy unless they have a direct connection to municipal operations – for example calling for a national Pharmacare plan on the basis that it would reduce municipal police costs and municipal drug

plan costs. FCM staff are recommending that this resolution be categorized Category B – Issue not within municipal and/or federal jurisdiction.

Recommendation

Staff recommends Category B – Issues not within municipal and/or federal jurisdiction at the national level

The Standing Committee on Social-Economic Development

2018 SEPTEMBER BOARD DECISION:

SED-2018-08- Need for Equitable Recognition and Support for Urban Indigenous Communities in Policy, Programs, Funding and Consultation in Canada

WHEREAS, The United Nations Declaration on the Rights of Indigenous Peoples recognizes rights to self-determination, language, culture, and health as well as rights connected to equity, justice and access, and the Truth and Reconciliation Commission (TRC) calls to action recognize the needs of the 70 per cent of Indigenous people in British Columbia that live off reserve in urban centres, largely to pursue work, education, access to amenities, to be closer to loved ones, and to create a good life for themselves and their children;

WHEREAS, Urban Indigenous peoples are over represented across health and social inequities, yet current federal government programs have failed to acknowledge urban Indigenous peoples in significant policies, programs and funding opportunities linked to social health determinants including poverty reduction, housing, training and education, heritage and culture, child care and health; therefore be it

RESOLVED, That FCM urge the Federal Government to recognize and treat urban Indigenous people equitably in federal policies and regulation, programs and funding initiatives, and consultations that are tied to root causes of inequities and improved social determinants of health including housing, access and connection to culture, education and training, child and family services and income generation.

City of Vancouver, BC

Background Research and Assessment:

Issue

This resolution is calling on the federal government to improve federal programming for urban Indigenous people in order to address the root causes of the social determinants of health: housing, access and connection to culture, education and training, child and family services and employment training. Further, the resolution appears to be calling on the federal government to recognize and treat urban Indigenous people equitably in federal policies and regulation, programs and funding initiatives, and consultations with respect to Indigenous people.

Background

Approximately 60% of Indigenous peoples reside in municipalities, and FCM has long called on the federal government to provide more support for urban Indigenous services. In 2016, FCM submitted recommendations to the federal government on the future of the Urban Aboriginal Strategy (now renamed Urban Programming for Indigenous Peoples). FCM made several recommendations to the federal government, including:

- Increase operational funding, and establish new funding, for local Indigenous organizations and service providers;

- Include capital funding for the renovation and construction of community and cultural spaces;
- Direct funding to existing and new local Indigenous organizations in order to build local capacity and empower local decision-making;
- Provide long-term, predictable funding so that service delivery organizations can plan and deliver appropriate services based on local needs;
- Ensure culturally appropriate programs and services that meet the needs of First Nations, Inuit and Métis;
- Take into consideration the programs and services being delivered by municipalities and seek to align with and support those services where appropriate; and
- Ensure that funding meets the needs of Indigenous people residing in small-urban municipalities, rural areas and the North.

In the 2017-2018 call for proposals for funding through UPIP, there was an overwhelming demand for funding to address urban Indigenous issues. As Indigenous Services Canada is not able to meet the demand, it is clear that more funding for this program is needed.

In October 2016, FCM made a submission to the federal government outlining recommendations for the National Housing Strategy. The submission included components dedicated to Indigenous housing in cities and communities, recognizing the significant and distinct needs. FCM's submission underlined the need for culturally appropriate services for Indigenous people experiencing homelessness, as well as affordable housing which equally reflects the specific needs of urban Indigenous communities. Similarly, as part of a submission to the federal government on the future of the Homelessness Partnering Strategy (HPS), FCM recommended that a renewed HPS should also maintain the distinct funding envelopes for urban Indigenous communities.

Analysis

The resolution appears to be calling on the federal government to recognize urban Indigenous people equitably in federal policies and regulations. It is unclear if this recommendation refers to recognizing urban Indigenous peoples equitably in relation to other Indigenous groups, Indigenous governments and National Indigenous Organizations (e.g. AFN); or if the resolution is referring to equity between Indigenous and non-Indigenous Canadians, or both. The resolution raises important and complex questions about Indigenous rights, Indigenous political representation, the federal government's approach to a nation-to-nation relationship with Indigenous peoples and the federal government's fiduciary responsibility to urban Indigenous peoples. Given the scope of the resolution, staff are recommending the resolution be referred back to staff for further analysis. This will enable FCM's Urban Indigenous Working Group to discuss the resolution in September before it is brought back to the Committee in March.

Recommendation

Staff recommends: Refer back to staff for further analysis

The Standing Committee on Social Economic Development

2018 SEPTEMBER BOARD DECISION:

CATEGORY 'D' RESOLUTIONS

March 20, 2018

Postal Banking

WHEREAS, The federal government's Canada Post Review, will conclude in the spring of 2017, with the government announcing decisions on the future of Canada Post.

WHEREAS, This review did not seriously consider postal banking even though the Minister responsible for Canada Post promised that all options would be considered.

WHEREAS, there is an urgent need for this service because thousands of rural towns and villages do not have a bank and nearly two million Canadians desperately need alternatives to payday lenders.

WHEREAS, Postal banking helps keep post offices viable and financial services accessible in many parts of the world.

WHEREAS, Postal banking has the support of over 600 municipalities and close to two-thirds of Canadians (Stratcom poll, 2013); therefore be it

RESOLVED, That the federal government ensure that a serious examination of postal banking is part of the government's response to the Canada Post Review.

*Machin, ON
Clarington, ON
Malahide, ON*

Category D – In accordance with existing FCM policy, presented for information purposes only.

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 3 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 September 2018, FCM has 66 active resolutions

Standing Committee on Community Safety and Crime Prevention

<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>	<i>Staff Comments</i>
2018	Cannabis Advertising	Pending	On April 17, 2018, FCM wrote to the federal Minister of Health outlining municipal concerns regarding regulations government the advertising and promotion of non-medical cannabis. Bill C-45 includes provisions that prohibit the promotion of cannabis in a similar manner to tobacco products (Division 2, subdivision A – Promotion)
2018	Drug Treatment Court Program	Pending	On March 21, 2018 FCM wrote to the federal Minister of Justice outlining the individual and community benefits and government cost savings from the use of Drug Treatment Courts. The letter calls for increased federal funding for these programs. FCM will continue to advocate for increased funding for these programs.
2018	Online Crime Reporting (RCMP)	Pending	On April 20, 2018, FCM wrote to the federal Minister of Public Safety and Emergency Preparedness in support of online crime reporting systems. FCM will continue to advocate for the federal government to work with the RCMP in implementing online reporting capabilities in municipalities.
2018	Policing Across the Country - Undertaking an Efficiency Review	Pending	On April 9, 2018, FCM wrote to the federal Minister of Public Safety urging the Government of Canada to work with local governments to review issues in cross-jurisdictional policing and information sharing that are affecting policing operations and recommend process changes that could improve the efficiency of police services. FCM will continue to advocate for a review to better support policing.
2018	Restorative Justice as a Component of Law Enforcement Training	Pending	On April 9, 2018, FCM wrote to the federal Minister of Public Safety urging the federal government to provide additional resources for restorative justice training for police officers, rather than to mandate specific training programs. FCM will continue to new resources to support law enforcement training in restorative justice.
2017	DFAA Cost-Sharing Formula Changes	Pending	On April 11, 2017, FCM wrote the Minister of Public Safety to

			<p>urge him to review and consider reversing the changes to the DFAA cost-sharing formula.</p> <p>On June 28, 2017, the Minister responded by defending the changes as a more sustainable approach to disaster recovery and outlined new federal investments in structural and non-structural mitigation.</p> <p>We are continuing discussions with the federal government on how the DFAA program could be improved as part of its 2019 review of the program.</p>
2017	Medical Marihuana Grow Operations	Pending	<p>On April 10, 2017, FCM President Clark Somerville wrote a letter to the Honourable Ralph Goodale, Minister of Public Safety, urging his department to ensure that the rules for medical cannabis cultivation are properly monitored and enforced.</p> <p>On April 17, 2017, the Honourable Ralph Goodale replied assuring FCM that his department would continue to engage municipalities on this issue and the implementation of non-medical cannabis</p>
2017	Remediation Standards for Properties Used for Drug-Related Activities	Pending	<p>On November 28, 2017, FCM wrote to the Ministers of Public Safety and Health in a joint letter calling for the federal government to create national standards for the remediation of properties used for drug-related activities.</p> <p>On January 19, 2018 the federal Minister of Health replied to FCM's president and requested a meeting to discuss cannabis legalization. In February 2018, the federal Minister of Health met with BCMC to discuss cannabis legalization but she did not raise the issue of national remediation standards.</p>

2016	Changes to the RCMP Auxiliary Constable Program	Not Accepted	<p>On November 17, 2016, FCM wrote to the federal Minister of Public Safety urging the federal government to maintain the Auxiliary Constable Program and not implement proposed exclusions for auxiliary services.</p> <p>On April 26, 2017, the Minister responded confirming that the federal government would be moving forward with a tiered Auxiliary Program that will allow Auxiliaries to participate in activities commensurate with the training provided.</p>
2016	Downloading of DNA Analysis Costs to Local Governments	Not Accepted	<p>On June 10, 2016, FCM wrote to the federal Minister of Public Safety requesting that the federal government work with provincial and territorial governments to develop funding agreements that don't rely on municipal funding for DNA analysis services.</p> <p>On September 27, 2016, the Minister responded confirming that the decision to cost share forensic services is at the discretion of individual provinces and territories.</p>
2016	Enhancing Tax Incentives for Emergency Services Volunteers	Pending	<p>On October 7, 2016, FCM wrote to the federal Minister of Finance to urge the Government of Canada to enhance the existing tax credit for emergency service volunteers</p>
2016	Increasing Rail Transportation Safety	Pending	<p>Since this resolution was adopted, FCM has secured new measures for sharing more historical information on dangerous goods shipments with emergency planners under Protective Direction 36.</p> <p>While a new training curriculum for first responders for incidents involving flammable liquids is being developed, FCM continues to advocate for additional resources for first responders to be able to access this training.</p>
2016	Rape Culture in Canada	Pending	
2016	Reflective Products for Non-Professional Road User	Pending	<p>On October 12, 2016, FCM wrote to the federal Minister of Transportation encouraging the ministry to require a standard for reflective clothing, products and accessories for non-</p>

			professional road users. FCM continues to work with Transport Canada to build a safer transportation system.
2016	Resourcing Local Governments for Oil and Hazardous and Noxious Substances Emergency Planning Response	Pending	<p>On June 13, 2016, FCM wrote to the federal Minister of Transport to urge the Government of Canada to develop a comprehensive risk assessment and emergency response plan and procedure related to the transportation of these materials across all modes.</p> <p>On September 16, 2016, the Minister responded by outlining some the measures that the government has taken to address gaps in emergency preparedness for incidents involving oil and hazardous and noxious substances.</p>

Standing Committee on Environmental Issues and Sustainable Development

<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>	<i>Staff Comments</i>
2018	Federal-Municipal Partnership to Achieve Paris Agreement Goals	Pending	On July 17, 2018 FCM wrote to the Minister of Environment and Climate Change. FCM will continue to advocate for a deeper federal-municipal partnership in order to achieved Canada's 2030 GHG reduction target.
2018	Marine Litter	Pending	On July 17, 2018 FCM wrote to the Minister of Environment and Climate Change in support of the Oceans Plastics Charter reached during the G7 Leaders Summit in Charlevoix and outlining key areas for a domestic action on marine litter through a national strategy. FCM will continue to advocate for a national strategy to reduce plastic waste and marine litter.
2018	Municipal Partnership on Conservation Agreements under the Species at Risk Act	Pending	On July 17, 2018 FCM wrote to the Minister of Environment and Climate Change. FCM staff have also followed up directly with the Minister's office. FCM will continue to advocate for municipalities to be included in developing conservation agreements and recovery plans, especially in regards to the urgent situation facing Caribou in BC and Alberta.

2018	Updates to the Federal Regulation Dealing With Recreational Boating Restrictions	Pending	On July 17, 2018 FCM wrote to the Minister of Transport. FCM will continue to advocate for updates to recreational boating governance in Canada that give municipalities greater autonomy.
2017	Aquatic Invasive Species	Actioned	Budget 2017 included \$43 million to expand AIS programming, including funding for Fisheries and Oceans Canada to work with the Canadian Border Services Agency to increase watercraft inspections to prevent the spread of AIS into Canada. The additional funding will enable the federal government, in cooperation with provinces/territories, municipalities and NGOs, to expand program from the Great Lakes-St. Lawrence region to include Lake Winnipeg and the Okanagan watersheds.
2017	Funding Eligibility for Municipal Carbon Emission Reduction Plans	Not Accepted	FCM received a letter from the Minister of Infrastructure and Communities in 2017 outlining the federal government's infrastructure investments. While costs related to the federal government's "climate lens" assessment will be eligible expense under federal infrastructure program, the government has indicated that the cost of developing GHG emissions reductions plans will not be considered an eligible cost.
2017	Oil Pipeline Impacts on Municipal Operations	Pending	<p>Change to the National Energy Board Act in Bill C-69 create the ability for the NEB to assign costs to pipeline operators. This new ability is an important step forward, and FCM will continue to engage in the development of regulations that set out how costs are assigned.</p> <p>On May 25, 2018 FCM held the inaugural meeting the FCM-NEB-CEPA Roundtable along with the National Energy Board and the Canadian Energy Pipeline Association. A primary focus of the Roundtable is to address the issues raised in this resolution. Further progress is expected at the next week in fall 2018.</p>
2017	Prohibit Single Use Plastics in Canada	Pending	This resolution calls for international cooperation and public education and awareness on the issue. The federal government has taken steps on both fronts with the signing of the G7 Oceans Plastics Charter and the launch of public

			consultations on moving towards zero plastic waste.
2017	The Spruce Budworm Outbreak	Actioned	Budget 2018 announced \$74 million to combat this forest pest, directly responding to FCM's resolution.
2016	Banning Products Containing Microbeads	Actioned	A complete ban on plastic microbeads in toiletries took effect on July 1, 2018.
2016	Derelict or Abandoned Vessels	Actioned	The federal government has effectively addressed this resolution through increased funding in the Oceans Protection Plan, the Abandoned Boats Program, and the Small Craft Harbours Abandoned and Wrecked Vessels Removal Program.
2016	FCM Support for the Government of Canada's Commitment to the COP21 Paris Climate Agreement	Pending	The Pan-Canadian Framework for Clean Growth and Climate Change sets out a comprehensive strategy for Canada to meet its 2030 Paris Agreement target. This resolution calls on Canada to reduce emissions at a scale and pace consistent with the Paris Agreement goal of limiting global temperature increase to 1.5-2.0 degrees Celsius. FCM will continue to advocate for policies and programs that are inline with that goal.
2016	Food Fishery	Actioned	In 2016 and 2017 Fisheries and Oceans Canada extended the Newfoundland and Labrador recreational groundfish fishery by 14 days. In 2018 the total number of days was reduced slightly, but the season was spread out across the summer months on weekends, meeting the objectives of this resolution to make the "food fishery" safer and more easy to access.
2016	Impacts Related to the Emergency Order for the Protection of the Western Chorus Frog	Pending	FCM has written to the Minister of Environment and Climate Change and raised the issue with department staff. FCM will continue to advocate for a single-window approach to regulating species at risk.
2016	National Zero Waste Council Edible Food Donation Tax Incentive	Not Accepted	The federal government has indicated that it does not intend to pursue to tax credit for food donations at this time.
2016	Oiled Wildlife Preparedness and Response	Pending	FCM will continue to advocate for a coordinated regime that

			requires wildlife to be included in oil spill response.
2016	Proposed Amendment to the Migratory Birds Regulations	Pending	FCM will continue to advocate for changes to the Migratory Bird Act.
2016	Routine Highway Maintenance Over Pipelines	Pending	On May 25, 2018 FCM held the inaugural meeting the FCM-NEB-CEPA Roundtable along with the National Energy Board and the Canadian Energy Pipeline Association. A primary focus of the Roundtable is to address the issues raised in this resolution. Further progress is expected at the next week in fall 2018.

Standing Committee on Municipal Finance and Intergovernmental Arrangements

<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>	<i>Staff Comments</i>
2018	Canadian Municipalities Supporting Local Economies in International Trade	Pending	<p>In August 2018, FCM wrote to the federal Ministers of Foreign Affairs and International Trade indicating FCM's support of the federal government's Canada-U.S. engagement strategy. The letter also calls on the government to engage with municipalities where trade measures on industries of strategic significance could impact local economies and to design programs similar to the softwood lumber aid package where needed.</p> <p>In response to the implementation of retaliatory tariffs on U.S. products on July 1, 2018, the government announced \$2B in financial aid to companies affected by U.S. tariffs on steel and aluminum exports.</p>
2017	Changes to Tax Exemptions for Municipal Elected Officials (Federal Budget Impact on Municipal Officials)	Not Accepted	<p>On October 2, 2017, FCM wrote to the federal Minister of Finance urging the government to review and consider reversing the changes to the proposed 1/3 non-accountable allowance for municipal elected officials. FCM staff also met with the Minister's office and the Department of Finance on this issue.</p> <p>On December 7, 2017, the Minister of Finance responded to</p>

			<p>FCM's letter indicating that the changes would be implemented and organizations would have until 2019 to adjust their compensation schemes. On June 19, 2018, FCM President Vicki-May Hamm wrote to the federal Minister of Finance reiterating the negative impact of these changes on municipalities, particularly smaller communities, and once again calling for the reversal.</p> <p>Given the government's clear position, FCM is now considering how to support municipalities in the implementation of this change.</p>
2017	Free and Fair Trade - Softwood Lumber	Actioned	<p>On June 22, 2017 and October 11, 2017, FCM wrote to the federal Ministers of Foreign Affairs and Natural Resources calling on the government to consider the impact of the implementation of U.S. duties on Canadian exports of softwood lumber and the resultant ongoing trade disputes. These letters also thanked the government for the \$867 million aid package to support impacted communities.</p> <p>In December, 2017, the Minister of Natural Resources responded to FCM with assurances that the government will continue to work closely with stakeholders, including municipalities, while the dispute is ongoing. Further action regarding this trade dispute is covered under the 2018 resolution Canadian Municipalities Supporting Local Economies in International Trade.</p>
2016	National Pharmacare Program	Pending	<p>On July 25, 2016, FCM wrote a letter to the federal Minister of Health urging the federal government to work with the provinces and territories to develop and implement a National Pharmacare program.</p> <p>In Budget 2018, the government established an Advisory Council on the Implementation of National Pharmacare, to provide independent advice on how to best implement national pharmacare. The Council is expected to report back with</p>

			options and recommendations in mid-2019.
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Standing Committee on Municipal Infrastructure and Transportation Policy			
<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>	<i>Staff Comments</i>
2018	Federal Leadership on Active Transportation	Pending	In July 2018, FCM wrote to the Minister of Transport. FCM will continue to advocate for the federal government to take a leadership role in supporting Active Transportation, requesting that Transport Canada take a lead role in developing a National Active Transportation Policy.
2018	Rural Intercity Transit Strategy	Pending	In April 2018, FCM sent correspondence to the Minister of Transportation underlining the need for a national strategy to enhance rural, inter-city bus service. After further cuts to bus services in July 2018, FCM has contacted the Minister's office again, and expects a reply to our correspondence shortly.
2017	Municipal Consultation on Ownership Changes to Canada's Airports	Actioned	<p>On September 16, 2017, FCM wrote to Minister of Transport Marc Garneau to urge the Government of Canada to consult with local governments and other stakeholders before making any ownership changes to Canada's airports and to develop an air transportation policy that reflects the true needs and aspirations of Canadians and Canadian communities.</p> <p>On November 8, 2017, the Minister responded to FCM and committed to careful analysis and consideration as part of any ownership changes.</p> <p>On April 20, 2018, Transport Minister Marc Garneau confirmed that the Liberal government is not moving ahead with airport privatization at this time.</p>
2017	Train Idling	Actioned	On April 10, 2017, FCM wrote to Minister of Transport Marc Garneau to underline the need for the Government of Canada to modernize the Railway Safety Act and other relevant

			<p>legislation to address excessive locomotive idling and also align with the government's commitment to reduce climate pollution.</p> <p>The recommendations in the resolution were incorporated into the <i>Locomotive Emissions Regulations</i>, which were published on June 28, 2017.</p>
2017	Federal Leadership on Cost-Share in Infrastructure Programs	Actioned	
2016	Access to Financial Services through Postal Banking	Not Accepted	
2016	Federal Port Operations	Pending	On May 4, 2016, FCM sent correspondence to Minister of Transport Marc Garneau to request that the federal government establish formalized municipal consultation and dispute resolution processes in order to address issues arising from port authority activities that may impact local interests.
2016	Installation of Truck Sideguards (The Jessica Campaign)	Pending	In September 2016, it was announced that Transport Canada and the provinces and territories would establish a task force to discuss safety measures to reduce injuries and fatalities of vulnerable road users around heavy trucks. FCM participates as a member of the Task Force's steering committee, and local governments have participated in roundtable engagement sessions in Toronto, Montreal, Halifax and Vancouver.
2016	Modernizing the Framework for Federal Investments in Municipal Infrastructure	Actioned	Since March 2016, FCM has been instrumental in shaping the Investing in Canada infrastructure plan which included a 50 per cent federal cost share in Phase 1 and a 40 per cent cost share in Phase 2, reflects key recommendations to recognize rural capacity including a 60 per cent federal share for communities under 5000 and streamlined reporting, and the inclusion of requirement to ensure a fair balance of municipal projects are funded with federal infrastructure dollars.

2016	Municipal Engagement in Developing Regulations for Unmanned Aerial Vehicles and Model Aircraft	Pending	<p>Since January 2017, FCM has received correspondence from the Minister of Transportation, and FCM staff have been engaged in discussions with Transport Canada about the amendments they are making to the Canadian Aviation Regulations to include a clear, predictable and enforceable regulatory framework for UAS. More recently, Transport Canada has engaged FCM to identify opportunities where Transport Canada and municipalities can collaborate to maximize compliance with the proposed UAS safety regulations. FCM facilitated a teleconference with Transport Canada staff and municipal staff implicated in transportation policy and regulations.</p>
2016	Rail Safety	Actioned	<p>On October 6, 2016, FCM sent correspondence to the Minister of Transport Marc Garneau to request additional support for grade crossing improvements and Operation Lifesaver. Later that month, the Minister responded by announcing the Rail Safety Improvement Program, which provides dedicated funding for both of these priorities.</p> <p>FCM continues to advocate for long-term, sustainable funding to assist municipalities in completing required upgrades under the <i>Grade Crossings Regulations</i>.</p>
2016	Reduce Fees for Marine Atlantic Ferry as Part of TCH	Actioned	<p>On November 30, 2016, FCM sent correspondence to the Minister of Fisheries, Oceans and the Canadian Coast Guard to ensure a high level of safety, quality and frequency of ferry services that are approximate to National Highway System standards, in light of the fact that ferry service is an essential mode of transportation for many Canadians.</p> <p>In Budget 2017, the federal government committed new funding to support and enhance the Marine Atlantic Ferry Service.</p>

Rural Forum			
Year	Resolution Title	Current Status	Staff Comments
2018	Policy tools for solving rural challenges	Pending	FCM will be meeting with the Liberal Party National Rural Caucus on August 29 th , 2018 to discuss this resolution, among other issues. Following the meeting, FCM will share the resolution through correspondence to our federal partners.
2017	Site Selection Criteria for Federal Offices	Pending	<p>In March 2017, FCM sent correspondence to the Minister of Public Services and Procurement Canada regarding the resolution on Site Selection Criteria for Federal offices. Following this correspondence, staff met with the Minister's office regarding the resolution and flagged that any future review of site selection criteria should address municipal concerns. Following up on this meeting, staff sent correspondence to the President of the Treasury Board's office to ensure they were aware of our resolutions and considered our concerns if any changes were made to site selection criteria.</p> <p>In addition, rural specific meetings were coordinated on this issue during the November 2017 Advocacy Days. A profile of Vegreville and the Case Processing Centre was also included in FCM's report, <i>Rural Challenges, National Opportunity</i>.</p>
2016	Rural Post Office Closures	Actioned	In January 2018, the federal government announced its vision for renewal at Canada Post. The federal government asked Canada Post to respect expectations laid out in the Service Charter, which governs the service of Canada Post. This charter commits to the continuation of the moratorium on the closure of rural post offices.

Standing Committee on Social-Economic Development

<i>Year</i>	<i>Resolution Title</i>	<i>Current Status</i>	<i>Staff Comments</i>
2018	Encouraging the Use of Residential Property for Housing	Pending	FCM wrote to the Minister of Finance and the Minister responsible for the Canadian Housing and Mortgage Corporation (CMHC) in April 2018. FCM will continue to advocate for a full review of these recent policy measures.
2018	Indigenous Peoples Day	Pending	FCM wrote to the Minister of Crown-Indigenous Relations in April 2018. FCM will continue to advocate for a statutory holiday celebrating the contributions of Indigenous peoples to Canada. In August 2018 the federal government announced that it intends to create a national day of truth and reconciliation as called for in the 2015 Final Report of the TRC Commission.
2018	National School Food Program	Pending	In April 2018, FCM wrote Agriculture Minister Laurence MacAulay advocating that the federal government support a Universal Healthy School Food Program. In his April 19 th , 2018 response, Minister MacAulay stated that FCM's resolution will be considered in the development of Canada's first long-term vision related to economic, social, health, and environmental goals related to food in Canada. This federal initiative will be called a <i>Food Policy for Canada</i> . Input from the consultation process is currently being reviewed.
2017	Accessible Affordable Childcare	Pending	Recommendation # 6 of FCM's submission to the Canadian Poverty Reduction Strategy consultation process called for the federal government to ensure low-income households could access quality child care. This could be delivered through investments in the Early Learning and Child Care Framework (ECLF). As a member of the Ministerial Advisory Committee on Poverty and through consistent engagement with ministerial and departmental staff, FCM has advanced this position. FCM will continue to advocate for this intergovernmental dialogue,

			through the release and implementation of the Canadian Poverty Reduction Strategy (expected launch in summer 2018)
2017	Intergovernmental Dialogue on Poverty Reduction	Actioned	Recommendation # 1 of FCM's submission to the Canadian Poverty Reduction Strategy consultation process called for strengthened intergovernmental dialogue. As a member of the Ministerial Advisory Committee on Poverty and through consistent engagement with ministerial and departmental staff, FCM has advanced this position. FCM will continue to advocate for this intergovernmental dialogue, through the release and implementation of the Canadian Poverty Reduction Strategy (expected launch in summer 2018)
2017	Support for Bill C-323 - Rehabilitation of Historic Property	Not Accepted	Bill C-232 did not pass through the House of Commons in 2017.
2016	Basic Income Guarantee	Pending	Recommendation # 7 of FCM's submission to the Canadian Poverty Reduction Strategy consultation process called for the federal government to investigate and develop options for how a basic income guarantee could be delivered in Canada. As a member of the Ministerial Advisory Committee on Poverty and through consistent engagement with ministerial and departmental staff, FCM has advanced this position. FCM will continue to advocate for this intergovernmental dialogue, through the release and implementation of the Canadian Poverty Reduction Strategy (expected launch in summer 2018)
2016	Framework for Recreation in Canada 2015: Pathways to Wellbeing	Actioned	This resolution called on FCM to endorse the Pathways to Wellbeing framework. The federal-provincial-territorial framework was completed and released in 2016.
2016	Homelessness Partnering Strategy	Actioned	FCM submitted detailed policy recommendations to the Advisory Committee on Homelessness in line with this resolution and has followed up with ministerial and departmental officials since. A high-level overview of the renewed HPS was announced in June 2018 and the new program entitled <i>Reaching Home</i> supports the

			recommendations outlined in the original resolution.
2016	National Orange Shirt Day	Pending	In August 2018 the federal government announced that it intends to create a national day of truth and reconciliation as called for in the 2015 Final Report of the TRC Commission. September 30, Orange Shirt Day, is being considered as the day for the new national holiday.
2016	Pension Plan Limits	Actioned	In Budget 2016 the federal government increased the GIS by \$947 annually for the lowest-income single seniors and rolled-back proposed changes to increase the eligibility age by two-years effective in 2023. This enhancement more than doubled the current maximum GIS top-up, impacting 900,000 vulnerable seniors across Canada.
2016	Tax Incentives – Affordable Housing	Pending	FCM will continue to call on the federal government to re-examine the long term benefits of providing a capital cost allowance to investors in rental projects.
2016	To allow Public Libraries to Purchase e-books from publishers at a fair and reasonable price	Pending	In July 2018 FCM wrote to the Minister of Innovation, Science and Economic Development to ask the federal government to consider the concerns of municipal libraries regarding pricing for e-books during the current review of the Copyright Act.

Expiring FCM Resolutions – September 2018

Standing Committee on Community Safety and Crime Prevention		
<i>Resolution Title</i>	<i>Operational Clause</i>	<i>Staff Comments</i>
1. Enforcement of the Westray Act	RESOLVED , That: 1. There is federal leadership in providing education and training to police to apply the Westray amendments; and 2. There is greater coordination among regulators, police and Crowns so that health and safety regulators are trained to reach out to police when there is a possibility that Westray amendment charges are warranted.	Incorporated in proposed update to the Policing policy statement.
2. Mass Casualty Medical Preparedness	RESOLVED , That the Federation of Canadian Municipalities urge the federal government to coordinate with provincial and municipal governments to establish world-class Mass Casualty Medical Emergency Preparedness Plans for high risk communities in seismic activity zones across Canada that do not have hospitals or clinics.	Incorporated in proposed update to the Emergency Management policy statement.
3. Priority Phone Service Restoration	RESOLVED , That FCM request the federal government to require that telephone service providers restore service to those customers without access to cell phone coverage on an emergency basis, in the event of a telephone service disruption.	Incorporated in proposed update to the Emergency Management policy statement.
4. Requiring Consequence & Response Capacity Assessment for Sunken or Submerged Diluted Bitumen	RESOLVED , That, for the protection of communities and ecosystems reliant on the health of watersheds, the Federation of Canadian Municipalities (FCM) call on the National Energy Board to compel Trans Mountain and all other pipeline operators shipping diluted bitumen, to provide site specific consequence analyses and response plans and tactics for submerged and sunken oil to be subject to public review and approval by impacted communities.	Incorporated in proposed update to Emergency Management policy statement.

Standing Committee on Environmental Issues and Sustainable Development

<i>Resolution Title</i>	<i>Operational Clause</i>	<i>Staff Comments</i>
5. Environmental Assessments for Coal Transport	<p>RESOLVED, That the Federation of Canadian Municipalities (FCM) call on the Government of Canada to conduct a comprehensive environmental and health impact assessment for the shipment of thermal coal by rail and over coastal waters; and be it further</p> <p>RESOLVED, That an appropriate federal and/or provincial agency be named to monitor rail transport, barge transfer and transport of thermal coal over coastal waters to ensure oversight and implementation of environmental and health protection measures.</p>	Incorporated in proposed update to Air Quality policy statement
6. Marine Vessel Sewage Discharge	RESOLVED , That the Federation of Canadian Municipalities strongly encourage the federal government to actively enforce the federal environmental regulations with respect to discharge of sewage in the coastal marine environment.	Incorporated in proposed update to Water Quality policy statement
7. Mountain Pine Beetle Impacted Communities	RESOLVED , That the Federation of Canadian Municipalities immediately and publicly call on the Government of Canada to fulfill its commitment to invest in targeted mitigation programs in the region during the next eight years; and urge that such investments occur in consultation with the Provinces/Territories, First Nations and local governments.	Incorporated in proposed update to Biodiversity policy statement

Standing Committee on Municipal Finance and Intergovernmental Arrangements

<i>Resolution Title</i>	<i>Operational Clause</i>	<i>Staff Comments</i>
8. Federal Endorsement of Municipality Decision Making	RESOLVED , That the Federation of Canadian Municipalities urge the Government of Canada to endorse municipality decision making by amending and creating enactments that consider and support meaningful consultation with municipalities and the powers, duties and functions of a municipality, including any regulations that contemplate the operation or construction of a facility by federally regulated entities within a municipality.	Incorporated in proposed update to the Intergovernmental Arrangements and Partnerships policy statement

Standing Committee on Social-Economic Development

<i>Resolution Title</i>	<i>Operational Clause</i>	<i>Staff Comments</i>
9. Action on Truth & Reconciliation Commission Recommendations	RESOLVED , That the Federation of Canadian Municipalities (FCM), urge the government of Canada to undertake a review of the recommendations and provide a response to the Truth and Reconciliation Commission (TRC) on how they intend to move forward no later than December 31, 2015.	Incorporated in proposed update to the Reconciliation and Municipal-Indigenous Relations policy statement

FCM Procedures for Resolutions

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 3rd 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*.**

1. 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. 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