

STANDING COMMITTEE ON COMMUNITY SAFETY AND CRIME PREVENTION

Annapolis, NS

September 12, 2018

Refer to the Summary of Meetings for time and location

AGENDA

Time	Topic	Documents
12:00	1. Review of Agenda and Minutes	
	<i>a) Welcome and approval of agenda</i>	
	<i>b) Approval of Report of the March 2018 Meeting</i>	p. 4
12:05	2. Policy Statements	See Board Book
	RECOMMENDATION: Repeal the Policy Statement on Community Safety and Crime Prevention (March 2017).	
	RECOMMENDATION: Approve the proposed Policy Statement on Crime Prevention.	
	RECOMMENDATION: Approve the proposed Policy Statement on Emergency Management.	
	RECOMMENDATION: Approve the proposed Policy Statement on Policing.	
	RECOMMENDATION: Approve the proposed Policy Statement on Substance Use and Drug Policy.	
12:25	3. 2018-2019 Policy and Advocacy Priorities	p. 8
	RECOMMENDATION: Adopt the following 2018-19 policy and advocacy priorities: (a) Election 2019 Platform Development – Public Safety; (b) Implementing Cannabis Legalization; and (c) Flood Mitigation and Disaster Recovery.	
	4. Policy and Advocacy Update and Decision Reports	
12:40	<i>a) Decision: Municipal Considerations for Combatting Gun and Gang Violence</i>	p. 10
	RECOMMENDATION: Approve the following new recommendations for the design and implementation of federal programs that address rising gun and gang violence in cities and communities, including the new Initiative to Take Action Against Guns and Gangs, through an amendment to the Policy Statement on Crime Prevention:	
	1. Crime Prevention Funding and Programs	
	...	
	1.5 Federal funding should support the full range of municipally defined prevention, intervention and enforcement efforts in communities of all sizes.	

	<p>1.6 The federal government should ensure that the application, data collection and reporting requirements are streamlined to make funding accessible to both institutional and grass-roots initiatives.</p> <p>1.7 The federal government should ensure that a sufficient portion of funding be dedicated to municipalities for their most urgent needs in recognition of the critical role of municipal services in responding to gun and gang violence.</p> <p>RECOMMENDATION: Call on the new Minister of Border Security and Organized Crime Reduction to continue working with FCM to on possible measures to address the root causes of gun and gang violence in cities and communities.</p>	
12:55	<p><i>b) Decision: Municipal Considerations for Flood Insurance in High-Risk Areas</i></p> <p>RECOMMENDATION: Approve the following recommendations for the design and implementation of a national flood insurance regime in Canada through an amendment to the Policy Statement on Emergency Management:</p> <p>1. Flood Risk Management and Disaster Mitigation</p> <p>...</p> <p>1.4. The federal government should provide transitory measures, including measures that incentivize and support community and household-level mitigation, during the long-term implementation of a national flood insurance regime to ensure insurance remains affordable for high-risk households.</p> <p>1.5. The federal government should continue to provide financial support to local governments during catastrophic incidents and to backstop residual flood risk for homeowners.</p> <p>1.6. The federal government should facilitate information sharing on flood risk and mitigation between all orders of government and the insurance industry through a formal mechanism to ensure that homeowners benefit from lower insurance premiums and promote a consistent and accurate approach to risk assessments and floodplain mapping across all jurisdictions.</p> <p>1.7. The federal government should work with provinces and territories to clearly define the responsibilities and legal obligations of insurers, homeowners and municipalities by limiting municipal operational liability for pluvial and fluvial flooding and ensuring liability costs are not borne by municipal taxpayers.</p> <p>RECOMMENDATION: Direct staff to engage FCM's Legal Advisory Committee to examine the legal considerations for municipal governments under a flood risk regime for residential</p>	p. 15

	properties that relies on private insurance.	
1:10	<i>c) Update: Rural Crime and Policing</i>	p. 20
1:20	<i>d) Update: Emergency Management</i>	p. 23
1:30	<i>e) Update: Opioid Crisis</i>	p. 26
1:45	5. Break	
	6. Policy and Advocacy Update and Decision Reports (continued)	
2:00	<i>f) Update: Municipal Costs for Cannabis Legalization</i>	p. 32
2:30	7. Resolutions	See Board Book
	RECOMMENDATION: Classify the resolution ‘CSCP-2018-07- Abolish Nuclear Weapons’ as Category B (as is or as amended).	
	RECOMMENDATION: Classify the resolution ‘CSCP-2018-08- Combatting Rural Crime as Category B (as is or as amended).	
	RECOMMENDATION: Classify the resolution ‘CSCP-2018-09- Marihuana Addiction Treatment, Prevention and Education’ as Category A – Non-concurrence (not adopted as FCM policy).	
	RECOMMENDATION: Classify the resolution ‘CSCP-2018-10- Marijuana Tax Revenue’ as follows: <ul style="list-style-type: none"> • Clause 1: Category D (in accordance with existing FCM policy) • Clause 2: Refer back to staff for further analysis. 	
	RECOMMENDATION: That the resolution ‘CSCP-2018-11- Regulations Concerning the Use of Medical Cannabis Regulations’ be referred back to staff for further analysis.	
	RECOMMENDATION: Classify the resolution ‘CSCP-2018-12- Supporting Investments for Storm Water and Drainage Infrastructure’ as follows: <ul style="list-style-type: none"> • Clause 1: Category D (in accordance with existing FCM policy) • Clause 2: Category A – Non-concurrence (not adopted as FCM policy) 	
	RECOMMENDATION: Classify the resolution ‘CSCP-2018-13- Wildfire Crime’ as Category B (as is or as amended).	
3:00	8. Other Business	
3:30	9. Adjournment	

**REPORT OF THE MEETING OF THE STANDING COMMITTEE
ON COMMUNITY SAFETY AND CRIME PREVENTION**

BOARD OF DIRECTORS
FEDERATION OF CANADIAN MUNICIPALITIES

Sheraton Laval Hotel
Laval, QC

Wednesday, March 7, 2017

SUMMARY OF DISCUSSION

The meeting began with roundtable introductions and introduction of new members of the Committee. To clarify a number of issues related to the governance of the Committee, members then adopted new Terms of Reference.

Members were then updated on the advocacy efforts of FCM leadership and staff since the last meeting on floodplain mapping and flood risk mitigation, response and recovery. Following extensive discussion, the Committee approved additional principles to support and guide FCM's engagement with the federal government on these critical issues.

Members were also updated on FCM's advocacy on cannabis legalization. The Committee were updated on the additional research undertaken by FCM into the municipal cost impacts of cannabis legalization and FCM's engagement with the federal government on this issue. Members agreed that there has been substantive progress on advancing the Municipal Guide to Cannabis Legalization project and better refining the cost implications for the implementation and ongoing management of cannabis, locally.

The Committee then received an update FCM's efforts to monitor potential municipal implications related to the implementation of the RCMP Labour Relations regime and advance municipal concerns related to RCMP contract policing, particularly issues with staffing shortages. Members stressed that FCM continue to closely monitor developments on this file and identify longer term opportunities to re-engage with the federal government to secure additional resources or support for municipalities related to policing

Committee members were then updated on the work of the Mayors' Task Force on the Opioid Crisis and FCM's engagement on the development of a comprehensive and coordinated pan-Canadian response involving provinces/territories, municipalities and Indigenous communities. While members agreed that the federal government has made some progress on a range of the Task Force's and FCM's recommendations, there remains significant work ahead to ensure a coordinated national response by all orders of government.

STANDING COMMITTEE RECOMMENDATIONS

Recommendations for adoption:

1. Adopt the Terms of Reference for the Standing Committee on Community Safety and Crime Prevention.
2. Approve the following additional principles to support and guide FCM's engagement with the federal government on flood risk mitigation, response and recovery:
 - i. That there be ongoing federal leadership on floodplain mapping beyond the expiry of the National Disaster Mitigation Program in 2019 and improved access to information on flood risk to support planning and decision-making by all orders of government;
 - ii. That funding and programs be designed to support a proactive approach to flood-risk management, including ensuring that funding models support both proactive investments in mitigation and building back better post-incident;
 - iii. That public education and awareness about flood risk be developed and delivered through a collaborative and coordinated approach between federal, provincial/territorial, municipal governments and other stakeholders; and
 - iv. That any comprehensive flood risk management approach is designed to ensure that high-risk properties are not left without affordable options to address their flood risk.
3. Direct staff to engage with Public Safety Canada and other federal departments and participate in multi-stakeholder engagements on flood mitigation, response and recovery, and engage with provincial/territorial municipal associations to align advocacy on relevant issues with federal implications.

The Standing Committee recommends this report be received.

Councillor Barbara Steele
Chair, Standing Committee on Community
Safety and Crime Prevention

Present / Présences:

STANDING COMMITTEE MEMBERS / MEMBRES DU COMITÉ PERMANENT

Chair / President (e)

Steele, Barbara, Councillor, City of Surrey, BC

Vice-Chair / Vice-président (e)

Spence, Sheryl, City of Warman, SK

Committee Member / Membres du comité

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

Booth, Wendy, President, Union of British Columbia Municipalities, BC

Coffman, Jeff, Councillor, City of Lethbridge, AB

Crossman, Shawn, Councillor, City of Moncton, NB

Dawson, Irene, Councillor, town of Cornwall, PE

Deal, Heather, Councillor, City of Vancouver, BC

Desmeules, Sandra, Conseillère, Ville de Laval, QC

Esslinger, Bev, Councillor, City of Edmonton, AB

Gaston, Beverley, President, Union of Municipalities of New Brunswick, NB

Gough, Hilary, Councillor, City of Saskatoon, SK

Hill, Darren, Councillor, City of Saskatoon, SK

Kirlew, Yolaine, Councillor, Municipality of Sioux Lookout, ON

Lancaster, Blair, Councillor, Regional Municipality of Halton, ON

London, Adam, President, Cities of New Brunswick Association, NB

Magliocca, Joe, Councillor, City of Calgary, AB

Martin, Rhona, Chair, Columbia-Shuswap Regional District, BC

Morishita, Barry, President, Alberta Urban Municipalities Association, AB

Norris, Alex, Conseiller, Ville de Montréal, QC

Olsvik, Lorne, Councillor, Lac Ste. Anne County, AB

Park, Tanya, Councillor, City of London, ON

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

Taggart, Tom, Councillor Municipality of the County of Colchester, NS

Thompson, Michael, Councillor, City of Toronto, ON

Walker, Russell, Councillor, Halifax Regional Municipality, NS

OBSERVER / OBSERVATEUR

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

Clarke, Jeremy, Strategist, City of Calgary, AB

Cragg, Margot, Executive Director, Union of Municipalities of New Brunswick, NB

Masi, Joe, Executive Director, Association of Manitoba Municipalities, MB

Nadeau, Jean-Marc, Chief Executive Officer, Saskatchewan Urban Municipalities Association, SK

STAFF / PERSONNEL

Marc Leblanc, Policy and Government Relations

Tim Stiles, Policy and Government Relations

Hardave Birk, Policy and Government Relations

Alana Lavoie, Policy and Government Relations

Jean Lawson, Policy and Government Relations

Justin Farrell, Policy and Government Relations

August 27, 2018

Memorandum to the Standing Committee on Community Safety and Crime Prevention

DECISION MEMO: 2018-19 Policy and Advocacy Priorities

EXECUTIVE SUMMARY

This memorandum proposes (a) Election 2019 Platform Development – Public Safety; (b) Implementing Cannabis Legalization; and (c) Flood Mitigation and Disaster Recovery as the policy and advocacy priorities for the Standing Committee on Community Safety and Crime Prevention for the year ahead.

DECISION HISTORY

At the September 2017 Board of Directors Meeting, this Committee adopted (1) Cannabis Legalization and Regulation, (2) Investing in Canada Plan Implementation – Disaster Mitigation and Adaptation Fund, and (3) Policy Development on Disaster Mitigation and Response to Flood Events as its 2017-18 policy and advocacy priorities.

BACKGROUND

- In FCM's 2016 pre-budget recommendations [Cities and Communities: Rising to the Moment](#), it is noted that 88 per cent of Canadians see a safe and secure environment as one of the most important aspects of their quality of life. Public safety related costs – policing, crime prevention, disaster response – remain a key driver of increased costs for municipalities. This trend is expected to continue.
- Non-medicinal cannabis will officially become legal across Canada on October 17, 2018. Many provinces and territories have begun to implement their regulatory framework for the sale and regulation of cannabis. While the federal government came to an agreement with provinces and territories regarding cannabis excise tax revenues in December 2017, agree to provide 75 percent of revenues to provinces and territories with the expectation that at least 25 per cent of that revenue would be used to address municipal costs, there remain outstanding issues in most provinces and territories about how municipal costs to implement this federal project will be addressed. Please see Update Memo: Municipal Costs for Cannabis Legalization for additional details.
- Flooding is the most frequent and costly natural hazard in Canada. Severe flood events in Canada have the potential to cause losses exceeding \$13 billion. Following major flood events in Calgary and Toronto in 2013, the federal government and insurance industries have begun to examine options for developing an overland flood insurance regime in Canada. The Insurance Bureau of Canada estimates that about 10 percent of Canadian homes are in high-risk zones for floods. In the past two years, Canadian insurance companies have begun to offer overland flood coverage, with premiums based on the insurer's determination of likelihood of flooding. For additional information on this issue, please see Decision Memo: Municipal Considerations for Flood Insurance in High-Risk Areas.

ANALYSIS

Election 2019 Platform Development – Public Safety

Municipalities are on the front lines of many public safety issues. They are first responders in both natural and human-made disasters, deliver important crime prevention initiatives, and are key players in the safe and effective roll out of cannabis legalization. Executing these responsibilities often involves significant costs, and has major implications for citizens both in every day life, and during challenging times. They also generally require a high degree of collaboration and consultation between federal, provincial and territorial, and municipal governments.

As FCM's platform development work continues over the coming year, it will be necessary to take stock of our progress in advancing greater federal investment and support for local public safety priorities – policing and crime prevention, cannabis legalization, emergency management, flood mitigation and disaster response, rail safety – and develop a package of public safety commitments that is well suited to leverage the opportunity presented by election 2019. Further consultation with the Committee and with members at large is needed to determine the appropriate ranking of issues within this package, as is additional research related to emerging areas, for example additional supports for local policing and crime prevention over and above the new federal Initiative to Take Action Against Gangs and Guns (see Decision Memo: Municipal Considerations for Combatting Gun and Gang Violence), and feedback from the parties through our political outreach efforts.

Non-election priorities

Implementation of Cannabis Legalization

The federal Cannabis Act (Bill C-45) has received royal assent and cannabis will officially become legal on October 17, 2018. FCM's cannabis policy and advocacy continues to focus on ensuring that local governments do not bear the costs to implement, administer and enforce this new regime. Remaining financially whole throughout the entire legalization process remains a key priority.

FCM has a critical six-month window after legalization to update and refine the municipal cost estimates in advance of the next FPT Finance Ministers meeting, when the excise tax sharing agreement will be reviewed. FCM is collecting additional data on breadth and debt of this impact on cities and towns. This work includes an assessment of the cost impacts in small and medium-sized municipalities, where cost centres are different to those in larger city centres. The goal of this work is to ensure that municipal costs are clearly understood, acknowledged and addressed throughout the review process. This work will also help inform future discussions about how to direct excise tax revenue.

There are also outstanding policy questions related to Public Safety Canada's \$81 million program for police training and equipment. This fall FCM will continue to work with the federal government to ensure that this funding is directed to support local law enforcement efforts. The federal government has also committed to finalizing cannabis edibles regulations one year after legalization. With potential health and safety, zoning, public consumption, and building code implications, FCM will closely monitor these regulatory developments and work with the federal government proactively as the rules are established.

A continued focus on cannabis policy will help ensure that the significant policy and advocacy gains established over the last two years are solidified into lasting benefits for the sector.

Flood Mitigation and Disaster Recovery

Federal, Provincial and Territorial (FPT) Ministers responsible for emergency management met on May 25th, 2018 to discuss, among other issues, flood insurance options. Ministers requested that the Insurance Bureau of Canada, in partnership with Public Safety Canada, continue to further refine options for managing the financial costs of high-risk properties (including drawing from international practices such as the UK model) and report to Ministers on progress in six months through a newly-created Advisory Council on Flooding. FCM's Director of Policy and technical experts from the City of Calgary are members of the Advisory Council. In response to this development, FCM is undertaking research on sustaining insurance for high-risk areas and will be seeking approval of FCM's recommendations for the design and implementation of a national flood insurance regime in Canada.

Flooding continues to be the largest of portion of the Disaster Financial Assistance Arrangements (DFAA) program as funded by the federal government. The DFAA is at a critical point approaching a review in 2019. The phase-in of a sustainable national flood insurance regime will take several years and the DFAA program will continue to play an integral role in supporting communities recovering from floods. Given the upcoming 2019 program review of DFAA, FCM staff are completing research and analysis on how the program can be improved to support the implementation of a flood insurance regime and meet the long-term needs of communities while incentivizing community and household-level mitigation. FCM will also continue to engage with Public Safety Canada and other government departments through the Advisory Council on Flooding to provide input for the review of the DFAA.

Federal leadership is also needed to ensure a consistent approach to floodplain mapping and risk assessment across all jurisdictions in Canada to support keeping floodplain maps updated regularly and accessible to local governments. FCM will continue to work with the federal government to commit additional funding and technical resources to improve floodplain mapping beyond the expiry of the National Disaster Mitigation Program in 2019 and to facilitate access to information on flood risk to support planning and decision-making by all orders of government.

POLITICAL CONSIDERATIONS

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

RECOMMENDATION

It is recommended that the Standing Committee on Community Safety and Crime Prevention:

- 1) Adopt the following 2018-19 policy and advocacy priorities: (a) Election 2019 Platform Development – Public Safety; (b) Implementing Cannabis Legalization; and (c) Flood Mitigation and Disaster Recovery.
- 2) Receive this report.

Marc LeBlanc
Policy Advisor

Alana Lavoie
Manager, Policy & Research

August 15, 2018

Memorandum to the Standing Committee on Community Safety and Crime Prevention

DECISION MEMO: Municipal Considerations for Combatting Gun and Gang Violence

EXECUTIVE SUMMARY

This memo provides an update on research undertaken on gun and gang violence in response to recent trends and seeks approval of FCM's recommendations for the design and implementation of the new Initiative to Take Action Against Guns and Gangs.

DECISION HISTORY

The Board has not taken decisions on this topic in the past three years. However, the proposed Policy Statement on Crime Prevention includes the following standing policies:

- The federal government should support crime prevention through investments in social development by pursuing a comprehensive approach to provide municipalities with the tools to invest in essential aspects of the community, which include shelter and libraries, health facilities, and support for recreational and cultural development. FCM endorses the United Nations Economic and Social Council's Guidelines for the Prevention of Crime, which encourages crime prevention through social development.
- The federal government should provide sustainable funding for programs offered through the National Crime Prevention Centre. These grants should be longer-term or at least renewable where programs are demonstrating results.
- FCM supports crime-prevention programs that aim to discourage young people from becoming involved with gangs, drugs, violence and other criminal activity and provide them with alternatives by developing parks and recreation facilities.
- FCM will continue to work with the government to ensure municipal priorities are fully considered in the design and implementation of federal programs that address rising gun and gang violence in cities and communities, including the new Initiative to Take Action Against Guns and Gangs.

BACKGROUND

- In 2017, the federal government [announced](#) \$327.6 million in federal funding over five years, and \$100 million annually thereafter through the Initiative to Take Action Against Guns and Gangs. It is intended to support community-level prevention and enforcement efforts, build and leverage unique federal expertise and resources to advance intelligence related to the illegal trafficking of firearms, and invest in border security to intercept illicit goods including guns and drugs.
- On March 7, 2018, the Minister of Public Safety and Emergency Preparedness Canada hosted a [Summit on Gun and Gang Violence](#), to engage stakeholders and provide them an opportunity to share challenges, opportunities and best practices in the fight against gun crime and in combatting the deadly effects of guns and gangs in communities across Canada. The Summit was attended by over 180 experts from law enforcement, Indigenous, youth and community organizations, municipal officials and representatives from most provinces and territories. Participants recommended a number of new measures to address gun and gang violence, including:

- Additional direct and long-term funding for municipal crime prevention initiatives and better alignment of existing funding mechanisms;
 - Better training and resourcing for law enforcement personnel;
 - Improved data collection and knowledge-sharing among different orders of government and public safety agencies; and
 - Supporting prevention, intervention and rehabilitation initiatives, particularly in the areas of mental health, supportive housing and substance use.
- In July 2018, Statistics Canada’s Canadian Centre for Justice Statistics (CCJS) [released](#) its Police-reported crime statistics for 2017 and concluded that firearm-related violent crime continues to rise:
 - The increase in firearm-specific violent offences in Canada in 2017 was primarily due to Saskatchewan (+47% in rate, +116 incidents) and Ontario (+10%, +92 incidents). Most of the increase in the number of incidents of firearm-specific violent offences in Canada occurred outside of Census Metropolitan Areas (CMAs).
 - There were 223 firearm-related homicides in Canada in 2016, 54% of which were related to gang activity. The largest increases in the number of gang-related homicides committed with a firearm were reported in Ontario (+22) and British Columbia (+12), with these largely occurring in Toronto and Vancouver. With a total of 30 in 2016, the Toronto CMA saw 18 more gang-related homicides committed with a firearm than in 2015. The CMA of Vancouver saw 6 more, reporting a total of 16.
 - After multiple incidents in Toronto and communities across the country involving firearms during the summer of 2018, both the City of Toronto and the Ville de Montreal have adopted motions calling for the federal government to ban handguns and to further restrict the sale and possession of other firearms and ammunitions.

ANALYSIS

Recently, communities of all sizes have experienced rising violence involving guns and gangs. Many municipalities are now looking to our federal and provincial/territorial partners for long-term solutions to address this epidemic. The leader of the federal NDP, Jagmeet Singh, has [also called](#) on the federal government to implement a number of new measures to address this critical issue, including granting municipalities the authority to implement handgun bans, accelerating funding for prevention and youth-focused initiatives, and developing new long-term strategies that address the root causes of crime and violence.

The need to prevent violence and crime in our 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 policing and crime prevention initiatives, rather than changes to the Criminal Code.

As a result of concerns raised by FCM and other stakeholders, there is growing momentum to address rising gun and gang violence in our communities, with the federal government now committing significant, permanent funding to address this issue through the new Initiative announced in 2017. In response to this new commitment, FCM engaged our federal counterparts and provincial/territorial municipal associations and member municipalities of all sizes to determine how this program could best be designed and implemented to serve urgent

needs in cities and communities. FCM also consulted a number of members of the Canadian Municipal Network for Crime Prevention (CMNCP), which includes municipal practitioners and academics in the field of crime prevention.

Feedback from these consultations focused on several key themes:

- **Broad eligibility criteria:** Crime prevention needs are diverse across the country, with municipalities of various sizes pursuing very different strategies to address gun and gang violence in their communities. This new program should ensure funding supports the full range of prevention, intervention and enforcement efforts across our membership, including training and resources for law enforcement, capital project investments in social infrastructure (such as supportive housing, parks, recreation and community centres, etc.), and programs that address the root causes of crime (such as initiatives focused on addressing domestic violence, reintegration of offenders, mental health, etc.). In many municipalities, there are gaps in training and resources for municipal law enforcement, including training in mental health, anti-racism, cultural proficiency, violence de-escalation and community policing. In other municipalities, costs for additional training are significant and in some circumstances this funding could more effectively support programming focused on community and social development. **Therefore, it is recommended that funding support the full range of municipally defined prevention, intervention and enforcement efforts in communities of all sizes.**
- **Streamlined administration and reporting requirements:** Application and reporting requirements should be streamlined to ensure the program remains accessible to initiatives of different scales. Reporting guidelines should be clear and consistently applied, with requirements commensurate to the size and complexity of the project. Moving away from the rigorous reporting requirements will help ensure smaller grass-roots or community-level initiatives can also access funding. Data collection should facilitate capacity-building and evidence-based decision-making by tracking program outcomes and sharing best practices. **Therefore, it is recommended that application, data collection and reporting requirements be streamlined to ensure the program remains accessible to both institutional and grass-roots initiative.**
- **Sustainable funding:** Public Safety Canada's National Crime Prevention Strategy (NCPS) currently provides time-limited funding to strategically selected projects that contribute to preventing and reducing crime in Canada and to increasing knowledge about what works in crime prevention. For example, Strengthening Community Readiness projects can be funded for up to 24 months of duration, and direct intervention projects can be funded for up to 60 months of duration. In most cases, funding is not renewable and projects that are demonstrating results are expected to seek other permanent sources of funding. This new program should improve this existing funding cycle and provide both short-term funding to promising pilot projects and long-term and stable funding to established initiatives that are already demonstrating results. **Therefore, it is recommended that the Initiative provide both short-term funding for pilot projects to promote innovation and long-term, renewable funding to established initiatives to ensure their long-term sustainability.**
- **Removing barriers to municipal access:** Public Safety Canada has confirmed that this funding will be delivered through bilateral agreements with the provinces and

territories. Therefore, project identification, prioritization and selection processes must be as clear and transparent as possible. Project approvals should also be streamlined to avoid unnecessary and costly delays. The program must recognize that many provincial and territorial governments have significantly different priorities for fighting crime than individual municipalities in their jurisdiction. This program must recognize that municipalities are on the front lines of keeping our cities and communities safe and municipal services will have a disproportionate impact on preventing gun and gang violence. **Therefore, it is recommended that municipalities be dedicated a sufficient portion of funding for their most urgent needs in recognition of the critical role of municipal services in responding to gun and gang violence.**

POLITICAL CONSIDERATIONS

While the Minister of Public Safety, Ralph Goodale, will continue to play a major role in dealing with these issues, the government also recently appointed Bill Blair as the Minister of Border Security and Organized Crime Reduction. Given that many gang and gun violence related issues are linked to organized crime and border security issues, it is expected that Minister Blair will play an important role in how the government implements the Initiative to Take Action Against Guns and Gangs and other federal efforts. Since his appointment as Minister, Blair has already presented to the Canadian Association of Chiefs of Police and met with Mayor John Tory specifically on the issue of addressing gun violence. His mandate letter is yet to be released, but FCM maintained a strong relationship with the Minister during his time as a Parliamentary Secretary and staff will look to engage his office early this fall.

SUPPLEMENTARY MATERIALS

There are no supplementary materials attached.

RECOMMENDATION

It is recommended that the Standing Committee on Community Safety and Crime Prevention:

- 1) Approve the following new recommendations for the design and implementation of federal programs that address rising gun and gang violence in cities and communities, including the new Initiative to Take Action Against Guns and Gangs, through an amendment to the Policy Statement on Crime Prevention:

1. Crime Prevention Funding and Programs

...

1.5 Federal funding should support the full range of municipally defined prevention, intervention and enforcement efforts in communities of all sizes.

1.6 The federal government should ensure that the application, data collection and reporting requirements are streamlined to make funding accessible to both institutional and grass-roots initiatives.

1.7 The federal government should ensure that a sufficient portion of funding be dedicated to municipalities for their most urgent needs in recognition of the critical role of municipal services in responding to gun and gang violence.

- 2) Call on the new Minister of Border Security and Organized Crime Reduction to continue working with FCM to on possible measures to address the root causes of gun and gang violence in cities and communities.

3) Receive this report.

Marc LeBlanc
Policy Advisor

Alana Lavoie
Manager, Policy & Research

August 23, 2018

Memorandum to the Standing Committee on Community Safety and Crime Prevention

DECISION MEMO: Municipal Considerations for Flood Insurance in High-Risk Areas

EXECUTIVE SUMMARY

This memo provides an update on research undertaken on sustaining insurance for high-risk areas and seeks approval of FCM's recommendations for the design and implementation of a national flood insurance regime in Canada.

DECISION HISTORY

The Board has previously taken the following decisions on this topic:

- In March 2018, FCM's Board of Directors [adopted](#) new principles to support and guide FCM's engagement with the federal government on flood risk mitigation, response and recovery, including development of a national private flood insurance regime.
- In September 2017, the Board [directed](#) staff to undertake research and consultation with members on disaster mitigation and response to flood events.
- In March 2017, the Board adopted a resolution on "[Disaster Financial Assistance \(DFAA\) Cost-sharing Formula Changes](#)", calling for the federal government to immediately review and reverse the changes to the DFAA cost-sharing formula.
- In 2016, the Board approved *Principles to Protect Municipal Interests in the Design of a National Residential Overland Flood Insurance Regime in Canada*.
- In 2014, a resolution on "[Climate Change Adaptation and Disaster Mitigation](#)" was also adopted asking for the federal government to provide sustainable funding for infrastructure to address residential and business flooding.

BACKGROUND

- Flooding is the most frequent and costly natural hazard in Canada. Severe flood events in Canada have the potential to cause losses exceeding \$13 billion. Following major flood events in Calgary and Toronto in 2013, the federal government and insurance industries have begun to examine options for developing an overland flood insurance regime in Canada. The Insurance Bureau of Canada estimates that about 10 percent of Canadian homes are in high-risk zones for floods. In the past two years, Canadian insurance companies have begun to offer overland flood coverage, with premiums based on the insurer's determination of likelihood of flooding.
- Many communities in Canada do not currently have access to floodplain maps updated within the past 10 years. The National Disaster Mitigation Program (NDMP) was introduced partly to address this problem, however the program's mandate ends in 2019 and its future is unclear.
- Federal, Provincial and Territorial (FPT) Ministers responsible for emergency management met on May 25th, 2018 to discuss, among other issues, flood insurance options. Ministers requested that the Insurance Bureau of Canada, in partnership with Public Safety Canada, continue to further refine options for managing the financial costs of high-risk properties (including drawing from international practices such as the UK model) and report to Ministers on progress in six months through a newly-created

Advisory Council on Flooding. FCM's Director of Policy and technical experts from the City of Calgary are members of the Advisory Council.

ANALYSIS

Partnerships between governments, industry and homeowners

In order to build an insurance system that is fair, governments, industry and homeowners must share the risks associated with this program. This partnership must create a financially sustainable system that offers affordable coverage to all Canadians, including those in flood-prone areas.

Properties located in high flood-risk zones can be difficult to insure at a reasonable cost due to their high level of flood risk exposure, and the federal government must recognize that access to affordable insurance in these areas may only be achievable through partnership with government. It is also important to note that the national flood insurance regime is only intended to cover private property and will not cover municipal losses in a flood event. Public support will still be necessary to cover critical municipal infrastructure in flood-prone areas.

The federal government must work with the private sector and other orders of government to develop a comprehensive flood risk management approach that ensures that communities and homeowners already situated in high-risk zones are not left without options. A coordinated public-private system, where regulation, public-private partnerships or other forms of coordination between public and private sectors is the basis for the arrangement and where post-disaster relief (such as the DFAA program) is designed to complement insurance can ensure the development of a sustainable flood insurance market.

A pure market approach would therefore not work in the Canadian context, as insurance premiums for high-risk households or communities would make access to flood insurance prohibitive. Those with insurance will still end up paying deductibles, while those who cannot afford insurance will bear the burden of financial loss.

Transitory Measures

The federal government should provide additional transitory measures during the long-term phase-in of a flood insurance regime to allow for the deployment of structural and non-structural mitigation measures and strategic retreat from high-risk areas while the private flood insurance market matures. These measures would keep insurance premiums affordable for households in high-risk areas who are subsidized by those at lower risk.

Other countries have implemented transitory measures during the phase-in of their flood insurance regimes, such as:

- Caribbean Catastrophe Risk Insurance Facility Segregated Portfolio Company (CCRIF SPC) is the first multi-country risk pool in the world, and was the first insurance instrument to successfully develop parametric policies backed by both traditional and capital markets. These parametric policies release funds based upon factors of a calamity such as rainfall or wind speed, which can speed up the payout of policies rather than after damages are assessed. Unused funds are kept as reserves for the CCRIF. The fund can also draw upon \$140 million in funds underwritten by reinsurance.
- Flood Re is a levy and pool system in the United Kingdom, that will ultimately cover the most at risk 2%, or 250,000, homes. It is a non-profit run and financed by insurers, to

cap domestic flood insurance prices and keep insurance premiums affordable for households in high-risk areas.

Disaster Finance Assistance Arrangements

The phase-in of a sustainable national flood insurance regime will take several years and the DFAA program will continue to play an integral role in supporting communities recovering from floods. Given the upcoming 2019 program review of DFAA, FCM staff are completing research and analysis on how the program can be improved to support the implementation of a flood insurance regime and meet the long-term needs of communities while incentivizing community and household-level mitigation.

Even after Canada transitions to a sustainable flood insurance regime, the federal government, either through the DFAA program or a new program aligned with the private flood insurance market, will need to backstop residual risk for households not fully covered by flood insurance policies and for critical public infrastructure located in flood-prone areas, including municipal infrastructure assets such as water and wastewater treatment plants, bridges and structural mitigation measures. Moreover, the federal government must work with industry partners and other stakeholders to develop measures to protect communities from catastrophic losses. Similar funds of last resort have been developed by the federal government to protect communities impacted by [ship-sourced oil pollution](#) and [catastrophic incidents involving crude oil transported by rail](#).

Improved access to information on risk

Canada needs a risk mapping system that regularly and reliably updates floodplain maps. This is crucial to municipal planning and mitigation efforts, as well as to insurers in their financial management of risk. Relatedly, greater transparency in the way insurers assess risk would help improve system predictability, objectivity and consistency.

Open access to accurate and understandable risk data will also be critical. Municipalities rely on provincial/territorial governments and other regional actors to provide accurate and up-to-date floodplain maps so that they can effectively plan for and mitigate flood risk in their communities. Consumers will also need unbiased, professional help to interpret and understand these maps. Guidelines and best practices can help municipalities create “public friendly” maps, but they require funding to do so.

Federal leadership is needed to ensure a consistent approach to floodplain mapping and risk assessment across all jurisdictions in Canada to support keeping floodplain maps updated regularly and accessible to local governments. FCM is also calling on the federal government to commit additional funding and technical resources to improve floodplain mapping beyond the expiry of the NDMP in 2019 and to facilitate access to information on flood risk to support planning and decision-making by all orders of government.

Furthermore, there are no mechanisms in place for sharing the insights and engineering analysis done by municipalities and utilities with insurance companies for accurate risk modelling. A two-way exchange of knowledge facilitated by the federal government would not only support strategic investment decisions for flood risk mitigation by municipalities, but would also help insurance companies more accurately price flood risk in communities. Insurance industry risk models can be considerably improved by inclusion of high resolution data and data on local de-risking efforts undertaken by municipalities. The federal government has a critical

role to play in facilitating this information sharing to ensure that homeowners benefit from lower insurance premiums that better reflect the mitigation measures being implemented.

Protecting municipal interests

FCM supports a “whole-of-society” approach for all pluvial and fluvial flooding risks. However, this should not be done at the expense of municipalities who have limited funding options at their disposal to implement mitigation measures. FCM has been clear that the costs of increased coverage for flooding events should not be borne by municipal taxpayers. An insurance system must therefore be sufficient to prevent downloading of responsibilities onto local governments, including mitigation and liability costs, so that municipalities are not backstopping insurers for flood risks. Clearly defining the legal and financial obligations of insurers, municipalities and homeowners will help defend municipalities against potential claims for flooding losses.

Under Canada’s Constitution, insurance is one of the few policy areas that fall under both federal and provincial/territorial jurisdiction. The federal government regulates the corporate aspects of insurance companies whereas provincial/territorial governments typically regulate the content of insurance contracts. Most jurisdictions have provisions to protect municipalities from liability for sewer and watermain failures. Similar restrictions on the use of subrogation clauses for fluvial and pluvial coverage and adding additional safeguards to various municipal acts would therefore require amendments to provincial/territorial statutes across the country. Federal leadership will be critical to work with provincial/territorial governments to clearly define the responsibilities and obligations of insurers, homeowners and municipalities and ensure flood risk and cost recovery is shared equitably by all parties.

RECOMMENDATION

It is recommended that the Standing Committee on Community Safety and Crime Prevention:

- 1) Approve the following recommendations for the design and implementation of a national flood insurance regime in Canada through an amendment to the Policy Statement on Emergency Management:

1. Flood Risk Management and Disaster Mitigation

...

- 1.4. The federal government should provide transitory measures, including measures that incentivize and support community and household-level mitigation, during the long-term implementation of a national flood insurance regime to ensure insurance remains affordable for high-risk households.*
- 1.5. The federal government should continue to provide financial support to local governments during catastrophic incidents and to backstop residual flood risk for homeowners.*
- 1.6. The federal government should facilitate information sharing on flood risk and mitigation between all orders of government and the insurance industry through a formal mechanism to ensure that homeowners benefit from lower insurance premiums and promote a consistent and accurate approach to risk assessments and floodplain mapping across all jurisdictions.*
- 1.7. The federal government should work with provinces and territories to clearly define the responsibilities and legal obligations of insurers, homeowners and*

municipalities by limiting municipal operational liability for pluvial and fluvial flooding and ensuring liability costs are not borne by municipal taxpayers.

- 2) Direct staff to engage FCM's Legal Advisory Committee to examine the legal considerations for municipal governments under a flood risk regime for residential properties that relies on private insurance.
- 3) Receive this report.

Marc LeBlanc
Policy Advisor

Alana Lavoie
Manager, Policy & Research

July 23, 2018

Memorandum to the Standing Committee on Community Safety and Crime Prevention

UPDATE MEMO: Rural Crime and Policing

EXECUTIVE SUMMARY

The purpose of this memo is to update the Committee on FCM's efforts to engage our federal counterparts on rising crime rates in rural communities and advance municipal concerns related to RCMP contract policing, particularly issues with staffing shortages.

DECISION HISTORY

The Board has previously taken the following decisions on this topic:

- Both issues have been a long-standing priority for FCM's Board of Directors and this Committee.
- At the [March 2018 Board of Directors meeting](#), this Committee received an update on FCM's efforts to monitor potential municipal implications related to the implementation of the RCMP Labour Relations regime and advance municipal concerns related to RCMP contract policing.
- At the [September 2016 Board of Directors Meeting](#), this Committee adopted the following 2016-17 policy and advocacy priorities: (a) Phase 2 Infrastructure Advocacy Strategy; (b) Marijuana Legalization and Regulation; and (c) RCMP Labour Relations and Bill C-7.
- During the [June 2016 Executive Committee meeting](#), an emergency resolution on "Changes to the RCMP Auxiliary Constable Program" was adopted in support of the Auxiliary Constable Program and calling on the federal government to maintain the program in its current state.
- At the [March 2015 Board of Directors meeting](#), a resolution on "Availability of RCMP Resources" was adopted requesting that the Federal Government, Provincial Governments and the RCMP develop a strategy to ensure RCMP staffing numbers are maintained year-round at the levels agreed upon in the Police Services Agreements.

BACKGROUND

- In the past year, a number of municipalities and provinces have publicly expressed concerns regarding understaffed RCMP detachments and rising rural crime rates. FCM staff have monitored media coverage on both of these issues. We have also reached out to individual provincial/territorial associations and municipalities to learn more on their local challenges with staffing shortages and to identify solutions for addressing this issue.
- In January 2017, FCM wrote to Minister Ralph Goodale to share the concerns of our members regarding growing staff shortages and vacancies at RCMP detachments across Canada. The letter reiterated FCM's position that all orders of government have a role in public safety and that Canada needs a fair and equitable arrangement between all orders of government to plan and resource policing services to meet local needs.
- In October 2017, FCM staff met with officials in the Office of the Minister of Public Safety and Emergency Preparedness to discuss municipal concerns related to the

implementation of the RCMP labour relations regime and chronic staffing shortages in RCMP detachments across Canada. Officials expressed an interest in continuing discussions with FCM on how best to address staffing shortages at rural detachments as part of their ongoing review of RCMP contract policing operations.

- In October 2017, FCM staff also provided input to the firm responsible for recruiting the next RCMP Commissioner, to discuss key issues with RCMP contract policing and what municipalities are looking for from the next Commissioner. FCM staff outlined the critical role the next Commissioner will need to play in negotiating the RCMP's collective agreement, reducing staff shortages and ensuring the force is well-resourced to meet the evolving public safety needs of Canada's rural municipalities.
- In July 2018, Statistics Canada's Canadian Centre for Justice Statistics (CCJS) [released](#) its Police-reported crime statistics for 2017 and its report of unfounded criminal incidents 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).

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.

As a result of concerns raised by FCM and other stakeholders, there is growing momentum to respond to rising crime rates in rural communities. In response to FCM's advocacy, Budget 2018 committed funding to the RCMP in a variety of areas of interest to municipalities:

- In response to municipal concerns regarding rising RCMP vacancy rates, the budget committed \$80 million in 2018–19 to reinforce existing RCMP policing operations and to support the recruitment and training of new RCMP cadets.
- The budget committed \$116.0 million over five years, and \$23.2 million per year ongoing, to the RCMP to support the creation of the National Cybercrime Coordination Unit, which will support the coordination of criminal investigations and provide a mechanism for the public to report cybercrime incidents.
- \$80.5 million over five years, starting in 2018–19, with \$17.7 million per year ongoing for the Federal Tobacco Control Strategy.
- \$60.2 million over five years, and \$9.5 million per year ongoing, for the RCMP to renew radio systems in four divisions: Ontario, Quebec, New Brunswick and the National Capital Region.

In March 2019, the federal government appointed Brenda Lucki as the new RCMP commissioner. FCM publicly welcomed her appointment and our interest in working with her on municipal policing priorities. During her [May 7, 2018 appearance](#) at the Commons Standing Committee on Public Safety and National Security, Commissioner Lucki agreed that “technology

and accessibility bring more issues that were once considered big city problems to our rural areas,” and expressed her commitment to address these growing challenges with new training and resources for the force.

FCM continues to work with the Canadian Municipal Network for Crime Prevention (CMNCP) on developing programming and sharing best practices to support rural crime prevention. Most recently, CMNCP in partnership with Motorola Solutions hosted a workshop at FCM’s Annual Conference that explored innovative crime prevention work at the municipal level in Canada and overseas. The workshop included RCMP Assistant Commissioner Curtis Zablocki, who provided insights on the RCMP’s crime prevention work in rural communities across Saskatchewan.

POLITICAL CONSIDERATIONS

FCM has a strong relationship with the Minister of Public Safety’s office on issues related to crime and staff have been closely engaged on the funding increases announced in Budget 2018.

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.

SUPPLEMENTARY MATERIALS

There are no supplementary materials attached.

RECOMMENDATION

It is recommended that the Standing Committee on Community Safety and Crime Prevention receive this report.

Marc LeBlanc
Policy Advisor

Alana Lavoie
Manager, Policy & Research

July 23, 2018

Memorandum to the Standing Committee on Community Safety and Crime Prevention

UPDATE MEMO: Emergency Management

EXECUTIVE SUMMARY

The purpose of this memo is to update the Committee on FCM's efforts to engage our federal counterparts on the development of new policies and programs to support municipal emergency preparedness and response, including the federal government's Emergency Management (EM) Strategy, the Public Safety Broadband Network (PSBN), and Transport Canada's implementation of the Emergency Response Task Force (ERTF) recommendations.

DECISION HISTORY

The Board has previously taken the following decisions on this topic:

- These issues have been a long-standing priority for FCM's Board of Directors and this Committee.
- At the September 2017 meeting of the Board of Directors, the Board [directed](#) staff to continue FCM's engagement with the federal government to:
 - a. Develop a governance model that incorporates municipal oversight in the deployment and operation of the PSBN;
 - b. Develop training, technology and other resources and a fee structure that ensures the long-term accessibility and sustainability of the PSBN; and
 - c. Ensure consistent security, coverage, and quality of service across different regions and jurisdiction.
- At the March 2017 meeting of the Board of Directors, the Board [directed](#) staff to continue FCM's engagement with the federal government to:
 - a. Work with provinces, territories and industry partners to identify and provide the necessary resources to ensure first responders can access operational and specialized training adapted to their local needs and realities, if necessary;
 - b. Ensure municipal perspectives are considered in the evaluation and continuous improvement of the Emergency Response Assistance Plan program, including amendments to Part 7 of the Transportation of Dangerous Goods regulations;
 - c. Work with shippers and carriers to improve access for first responders, particularly volunteer departments in small and remote communities, to participate in response exercises and specialized training programs and facilities to improve emergency preparedness and to test and evaluate the effectiveness of the Emergency Response Assistance Plan program; and
 - d. Continue working with FCM to improve awareness and outreach efforts with municipalities to improve understanding of the resources available to them during incidents involving dangerous goods.
- At the November 2016 meeting of the Board of Directors, the Standing Committee on Community Safety and Crime Prevention held a discussion with representatives from the federal government and Senior Officials Responsible for Emergency Management (SOREM) on the EM Strategy and agreed on the importance of FCM's participation in the development of this Strategy.

BACKGROUND

- [Budget 2015](#) included an important commitment to establish a PSBN using 20 MHz of the powerful 700 MHz spectrum including the “D Block”. In response to this commitment, FCM and the tri-services (fire, police and paramedic) were also invited to participate in consultations on the design and roll-out of the PSBN. FCM representatives have participated regularly in meetings of the Federal/Provincial/Territorial Interoperability Working Group for over two years and have engaged with the federal government on important design details for this new network.
- In the Public Safety and Emergency Preparedness Minister [Mandate Letter](#), the Prime Minister instructed Minister Goodale to “work with provinces and territories, Indigenous Peoples, and municipalities to develop a comprehensive action plan that allows Canada to better predict, prepare for, and respond to weather-related emergencies and natural disasters.” In our engagement on the development of this plan, FCM was clear that the federal government must ensure that the EM Strategy considers the evolving role of municipal emergency services in protecting our communities. In particular, we advocated for the reinstatement of the Joint Emergency Preparedness Program (JEPP) or a similar program, and committed to working closely with the federal government to implement the commitment to reinstate funding for Heavy Urban Search and Rescue (HUSAR) teams and selected coast guard facilities.
- The Emergency Response Task Force (ERTF) released its final report and recommendations on December 29, 2016. A total of 40 recommendations were made. The Task Force’s recommendations address three main areas:
 - Improving the Emergency Response Assistance Plan (ERAP) Program;
 - Expanding ERAP Requirements to other Flammable Liquids; and
 - Enhancing Emergency Response, Preparedness and Training.In our engagement with Transport Canada, FCM called on the federal government to develop a clear timetable and municipal consultation plan to effectively implement remaining recommendations of the ERTF, including improvements to the ERAP program. Our advocacy was focused on the need to provide the necessary resources to ensure municipal first responders can access specialized training and equipment for flammable liquids incidents.

ANALYSIS

Federal, Provincial and Territorial (FPT) Ministers responsible for emergency management met on May 25th, 2018 to discuss, among other issues, the EM Strategy. Ministers instructed their officials to approve and release the Strategy by December 2018. FCM has reviewed a number of drafts of the proposed Strategy and will continue to work with Public Safety Canada to ensure municipal perspectives are integrated into the final document.

To strengthen emergency preparedness communications in Canada, Ministers also endorsed guiding considerations for the development of the PSBN. Ministers also supported the establishment of a Temporary National Coordination Office (TNCO) in partnership with federal and provincial/territorial officials to begin implementing the PSBN. FCM has been actively involved in developing these guiding considerations and is working with Public Safety Canada to identify opportunities for municipal collaboration as part of the mandate of the TNCO. In July 2018, FCM representatives were invited to the first in-person meeting of the TNCO as an ad-

hoc member and will be actively involved in the TNCO's policy discussions in the coming months to advance the recommendations adopted at the September 2017 meeting of FCM's Board of Directors.

FCM's advocacy on TDG issues has been guided by the essential work undertaken by the ERTF and our expectation is that the Task Force's recommendations will be implemented in close consultation with municipalities while aligning with local realities. The ERTF's recommendations are now 85% completed and only 6 recommendations remain outstanding. Transport Canada is expecting to complete the remaining recommendations by September 2018.

Ten of these recommendations were related to improving the ERAP program, which focused on better distribution of information on available ERAP resources and how and when to access them. Transport Canada has proposed amendments to Part 7 of the *Transportation of Dangerous Goods Regulations* that address seven of these recommendations by clarifying the ERAP implementation process, including tiered response levels and providing the department with mechanisms to collect meaningful data.

FCM previously submitted comments on Transport Canada's proposed amendments to outline municipal perspectives to improve the ERAP program based on discussions and policy recommendations from the March 2017 Board of Directors meeting. Following these initial discussions, Transport Canada pre-published updated amendments to Part 7 in *Canada Gazette*, Part 1 in June 2018. FCM worked with municipal representatives to develop a submission on the proposed amendments, which largely addressed our previous recommendations on improving the ERAP program.

POLITICAL CONSIDERATIONS

FCM staff have engaged with Minister Goodale's office throughout the preparation of the emergency management strategy and in advance of the FPT Ministers meeting to ensure municipal concerns were taken into consideration. In addition, staff will follow up with Minister Garneau's office to ensure that our concerns are addressed as the ERAP program is amended.

SUPPLEMENTARY MATERIALS

There are no supplementary materials attached.

RECOMMENDATION

It is recommended that the Standing Committee on Community Safety and Crime Prevention receive this report.

Marc LeBlanc
Policy Advisor

Alana Lavoie
Manager, Policy & Research

September 2018

Memorandum to the Standing Committee on Community Safety and Crime Prevention

UPDATE MEMO: OPIOID CRISIS

EXECUTIVE SUMMARY

The opioid crisis in Canada has been escalating, with at least 3,987 apparent opioid-related deaths in 2017, of which 92% were accidental (unintentional). FCM and the Big City Mayors' Caucus Task Force on the Opioid Crisis have put forward [comprehensive recommendations](#) to the federal government, emphasizing the need for a coordinated pan-Canadian response involving provinces/territories, municipalities and Indigenous communities. The purpose of this memo is to update the committee on the status of the crisis and on the implementation of the FCM's recommendations by the federal government.

DECISION HISTORY

- In September 2017, the Standing Committee on Community Safety and Crime Prevention considered a [decision](#) to adopt the recommendations of the Mayors' Task Force on the Opioids Crisis released in May 2017 and direct staff to seek opportunities to work with the BCMC to advocate for the implementation of the recommendations; the board adopted these recommendations.

BACKGROUND

- Since the release of the MTF recommendations there has been significant progress in efforts and actions to tackle this crisis. Municipalities have continued to take leadership, implementing new and innovative solutions on the ground, and connecting with their counterparts across the country to share experiences and learn from each other's successes and challenges. The federal government has implemented a number of measures and has committed additional spending to tackle the issue, including \$231.4M in the 2018 Budget. Refer to the Annex for a detailed table summarizing the key actions and commitments that the federal government has announced since the release of the MTF Recommendations.

ANALYSIS

Despite efforts across all orders of government, the crisis persists and continued work and collaboration is required. A staggering number of lives were lost in 2017 and early data indicates a similar pattern in 2018.

Considering the federal action to date and the ongoing need to address the crisis, FCM will focus policy and advocacy efforts on ensuring the successful delivery of commitments related to the MTF recommendations, as outlined below.

Policy and Advocacy Priorities

- Call for **meaningful engagement** as a government partner in implementing actions to address the crisis:

- Advocate for increased engagement on the rollout of recently announced federal funding through the provinces and territories.
- Building on the permanent role on the Opioid Overdose Surveillance Task Group, renew our request for a permanent, formal role for a BCMC representative on the Special Advisory Committee on the Epidemic of Opioid Overdoses.
- Advocate for a BCMC representative at all F/P/T health meetings with opioids on the agenda.
- Maintain engagement with ministerial offices, Health Canada's Opioid Response Team and other key government officials.
- Call for **increased coordination** across all orders of government in rolling out life-saving **harm reduction and treatment** actions:
 - Advocate for better coordination with municipalities in the rollout of new treatment funding to ensure pathways from municipal services into treatment.
 - Advocate for increased information regarding types of supervised consumption services and overdose prevention sites that could be of use to different municipalities, for example, mobile SCSs/ODPs, or alternative types of consumption services such as inhalation.
 - Call for better accountability for allocated dollars, including clear objectives and evaluation of implementation.
- Call for actions to better understand and address **root causes and barriers to accessing treatment**:
 - Advocate for municipal engagement in the development of public education anti-stigma campaigns committed to in Budget 2018.
 - Work with the Opioid Overdose Surveillance Task Force to continue to improve data collection and analysis to allow for evidence-based solutions, specifically in improved demographic data and data regarding indigenous populations.
 - Advocate for the specific consideration of the opioids crisis in other federal strategies and actions that are at the root cause of the crisis.

Mayors' Task Force

BCMC has sunsetted the MTF, with the work on the opioids file continuing to be part of regular BCMC business and the work of the FCM Board and relevant standing committees. A BCMC spokesperson will continue to represent the Caucus on the crisis as required.

POLITICAL CONSIDERATIONS

Despite federal efforts, progress on the opioids crisis remains fragmented. FCM continues to call for a coordinated national response by all orders of government, including municipalities and Indigenous communities, with the federal government taking the lead. FCM continues to engage at the staff level with Minister Petitpas-Taylor's office and will be participating in a conference hosted by the Minister in September.

SUPPLEMENTARY MATERIALS

- [Recommendations of the Mayors' Task Force on the Opioid Crisis](#) (May 2017)

RECOMMENDATION

It is recommended that the Standing Committee on Community Safety and Crime Prevention receive this report.

Jen Arntfield
Manager, Policy and Research

ANNEX

MTF Recommendation	Federal Action
<p>1. The federal government immediately establishes and reports on comprehensive timelines, measures and definitive evidence-based targets for specific outcomes related to each of the four pillars of the Canadian Drugs and Substances Strategy identified below, prioritizing targets for reducing overdose and overdose fatalities and deliver a progress report on the establishment of such targets by September 2017.</p>	<ul style="list-style-type: none"> • The government has established a website to provide information on their action on the crisis. • A detailed report was released at the end of 2017 summarizing all actions in 2016-17. • The federal government has also released a revised overview of their approach to addressing the opioid crisis that highlights actions within the four pillars of the Canadian Drugs and Substances Strategy while reiterating this is a public health approach supported by strong evidence. • Although the federal progress does not include targets specifically, the action to date does address the intent of the recommendation.
<p>2. The adoption of a comprehensive and coordinated pan-Canadian action plan which addresses the root causes of the opioid crisis. An intergovernmental action plan should align federal, provincial/territorial (P/T) and local strategies, respond to the specific needs of Indigenous communities, and rapidly expand all aspects of the collective response</p>	<ul style="list-style-type: none"> • BCMC has had some engagement in federal actions, through the Minister’s attendance at a BCMC meeting and a meeting between Mayor Iveson and Parliamentary Secretary to the Health Minister, Bill Blair, both in February 2018. • FCM is formally recognized as an ‘Opioid Response Partner’ and involved in monthly calls to that regard, co-hosted by Health Canada (HC) and the Canadian Centre for Substance Use and Addiction (CCSA). • FCM/BCMC has been included as a partner in stakeholder sessions to that regard, including a Law Enforcement Roundtable on the Opioid Crisis and a session on Priorities for Addressing the Opioid Crisis in March and a session regarding the implementation of the National Guideline for the Clinical Management of Opioid Use Disorder in November 2017. FCM will also be a participant in an upcoming opioids summit

	<p>hosted by the Minister in September 2018.</p> <ul style="list-style-type: none"> • Despite multiple requests, BCMC was not involved in the last two F/P/T Health Ministers meeting on the opioid crisis.
<p>3. The pan-Canadian action plan should include concrete actions to meaningfully and urgently address all four pillars of the Canadian Drugs and Substances Strategy, including:</p> <ol style="list-style-type: none"> a. Harm reduction – drug checking/testing and supervised consumption services, eliminate barriers in seeking medical support during an overdose. b. Treatment – expand access to and delays for a range of treatment options including medically-supervised opioid substitution therapy and injectables, wrap-around services and long-term supports. c. Prevention – public education campaigns, involve people with lived experience to create plans to address stigma, education campaigns for medical professionals, and ensure appropriate practices in prescribing for pain management. d. Enforcement – expand efforts on addressing production and importation and establish protocols for remediation of contaminated sites. 	<ul style="list-style-type: none"> • Harm reduction: <i>The Good Samaritan Act</i> and Bill C-37, which expedited applications for supervised consumption sites (SCSs), were both passed. HC has also enabled easier access to setting up overdose prevention sites (ODP) and announced funding for drug-checking pilots at SCSs, as well as a pilot to replace unsafe drugs. Naloxone nasal spray is now covered for First Nations and Inuit non-insured benefits program. • Treatment: Budget 2018 committed \$150M this year for provinces and territories to improve access to evidence-based treatment services. To date, one bilateral agreement has been signed, with Newfoundland and Labrador, to distribute this funding. A National Guideline for the Clinical Management of Opioid Use Disorder was released in March, although it does not include injectable options. HC has also reduced barriers to prescribing methadone and diacetylmorphine, further to regulatory changes to Canada’s Special Access Programme introduced last year to improve and expedite access to non-marketed drugs. • Prevention: Budget 2018 committed \$26 million over five years to address stigma faced by people who use drugs, including launching a new national, multi-year public education campaign. Resources are available through the government’s website. The National Guideline on Clinical Management is intended to help educate medical professionals. Additionally, the government has announced its intention to severely restrict most forms of prescription opioid marketing. • Enforcement: Budget 2018 committed \$33 million over five years to equip the Canada Border Services Agency to more safely and effectively detect, identify and interdict fentanyl and other highly toxic substances at ports of entry.
<p>4. Improved surveillance, data collection and reporting should be an immediate focus of</p>	<ul style="list-style-type: none"> • Quarterly national reports have been released in December 2017, and March and

<p>the action plan with a progress report by September 2017, in support of the four pillars approach and the development of targets for key indicators:</p> <ol style="list-style-type: none"> a. National OD data standard. b. Quarterly national reports established. c. Demographic data collection and analysis. 	<p>June 2018. There was a notable improvement between these three reports in terms of standardization of data across provinces, including the treatment of intentional overdoses and in withheld information.</p> <ul style="list-style-type: none"> • Budget 2018 committed \$16 million to the Public Health Agency of Canada over five years and \$1 million to Statistics Canada in 2018-19 to improve surveillance, data collection, reporting and analysis of public health data and inform evidence-based strategies to address the opioid crisis. Part of this budget is intended to contribute to demographic data collection and analysis, responding directly to this MTF recommendation. • The government recently announced \$8.9M in new investments for Health Canada's Substance Use and Addictions Program (SUAP) for nine opioid related projects intended to respond to community needs help increase the evidence base. This announcement came with a call for proposals for additional projects to evaluate interventions.
<p>5. Ensuring a coordinated national response to the opioid crisis involving all orders of government by engaging cities and local public health officials in the Special Advisory Committee (SAC) process, with a focus on the objectives set forth in the four pillars and the need for improved data coordination.</p>	<ul style="list-style-type: none"> • BCMC has participated in three meetings of SAC. Vancouver and Edmonton presented in 2017 and in 2018 Surrey, London and Hamilton presented and participated in a discussion on harm reduction. • A MTF representative from the City of Vancouver has been formally included as a member of the SAC sub-committee that addresses data – the Opioid Overdose Surveillance Task Group. • FCM pursued a formal membership role on SAC for an MTF member, but has been unsuccessful to date.
<p>6. Consulting with the Mayors' Task Force on priorities for new federal funding dedicated to the opioid crisis response (including the \$116 million announced in Budget 2017) to ensure that federal efforts are targeted to address local needs and delivered urgently.</p>	<ul style="list-style-type: none"> • There has been limited engagement specific to funding (other engagement has been previously outlined), particularly from P/Ts. There are still many unknown details related to the rollout of all \$231.4M in opioid-related funding from Budget 2018, as well as the \$200M committed to culturally appropriate addictions treatment and prevention services in First Nations communities, also announced in the Budget.
<p>7. Working with cities to address the urgent</p>	<ul style="list-style-type: none"> • The National Housing Strategy has been

<p>need to develop more social and affordable housing, including supportive housing and housing employing a harm reduction approach, through the implementation of the federal government's National Housing Strategy and a long-term expansion of the Homelessness Partnering Strategy.</p>	<p>released and is being rolled out, including some general language for social inclusion through supportive housing for people suffering from mental illness and substance dependence.</p> <ul style="list-style-type: none">• HC created a wallet card on opioid awareness for distributing during the Homelessness Partnering Strategy's 2018 Point-in-Time (PiT) homelessness count. It includes information on the <i>Good Samaritan Act</i>.
<p>8. Working with P/Ts, municipalities, indigenous organizations and stakeholders to develop, implement and monitor the Canadian Poverty Reduction Strategy, which should address both the root causes of addiction, as well as supports to alleviate the immediate consequences of addiction.</p>	<ul style="list-style-type: none">• FCM's CEO, Brock Carlton, is one of 17 members of the Poverty Reduction Advisory Committee and Meeting Basic Needs working group where he'll be able to ensure the MTF recommendations are part of the greater dialogue on poverty.
<p>9. Establishing an intergovernmental dialogue about access to substance use prevention, harm reduction and treatment options for individuals in Canada's correctional system, and the role of the criminal justice system in addressing the root causes of the opioid crisis.</p>	<ul style="list-style-type: none">• Correctional Services Canada (CSC) has developed educational materials for offenders and has rolled out a national project to provide inmates being released with access to a take-home naloxone kit. CSC staff have access to naloxone nasal spray to treat opioid overdoses in federal correctional facilities.• In November 2017 it was announced that the government would be funding a study to look at health outcomes and rates of re-offense for offenders that received medication assisted treatments during their sentence.

August 9, 2018

Memorandum to the Standing Committee on Community Safety and Crime Prevention

UPDATE MEMO: Municipal Costs for Cannabis Legalization

EXECUTIVE SUMMARY

Non-medical cannabis will be legal in Canada on October 17, 2018. This legislative change comes with many political, financial and administrative implications for the municipal sector. Through research and advocacy, FCM is building a better understanding of the cost implications and responsibilities for implementing and enforcing the new cannabis regime locally. Despite recognition by the federal government that cannabis legalization will impose significant costs on the municipal sector, there is still uncertainty regarding how federal and provincial/territorial governments will coordinate responsibilities and costs to ensure that local governments remain whole throughout the legalization process.

DECISION HISTORY

The Board has previously taken the following decisions on this topic:

- On August 25, 2016, the Executive Committee approved four principles included in a submission to the Task Force on Cannabis Legalization and Regulation. FCM's final submission to the Task Force can be viewed [here](#).
- On January 26, 2017, the Executive Committee directed FCM staff to submit a letter to relevant ministers in response to the Final Report of the Task Force. This letter can be viewed [here](#).
- On September 15, 2017, the Standing Committee on Community Safety and Crime Prevention adopted recommendations to direct staff to undertake additional research into the cost impacts of cannabis legalization. These recommendations can be viewed [here](#).
- On December 6, 2017, the Executive Committee approved a position on cost sharing of the federal and provincial/territorial excise tax revenues for cannabis products and directed staff to include this position in FCM's submission to the federal consultation on the cannabis excise duty framework. FCM's submission can be viewed [here](#).

BACKGROUND

- Now that the federal Cannabis Act has received royal assent, cannabis will officially become legal on October 17, 2018 and an initial excise tax agreement is in place, much of the direction for the municipal sector will come from the laws and regulations established by their respective province or territory.
- FCM's cannabis policy and advocacy continues to focus on ensuring that local governments do not bear the costs at the local level and remain financially whole throughout the entire legalization process.

- FCM's preliminary cost estimates, which place the combined annual administrative and policing cost at \$3-4.75 million per 500,000 population, helped form the basis of our ongoing policy and advocacy work. The FCM cost analysis also helped secure the 75% provincial share of the excise tax revenues. The federal government was clear that the additional 25 per cent being provided to provinces and territories is intended to go to municipalities to address their costs related to cannabis legalization.
- Quebec and Ontario have recently finalized arrangements to address the costs related to cannabis legalization:
 - In Quebec, municipalities will receive \$10 million a year in direct funding for two years, as well as \$16 M in 2018-2019 and \$26 M in 2019-2020 in indirect funding for training, equipment, and other law enforcement related costs.
 - In Ontario, the provincial government, through an agreement with AMO and the City of Toronto, will provide \$40 million over two years to all municipalities to support their incremental implementation costs. This allocation of funding reflects a provincial estimate of \$100 million as Ontario's portion of the federal cannabis excise tax over the first two years. The province has committed to provide half of any surplus beyond the \$100 million to municipalities.
- FCM is currently refining its cost estimates as provincial and territorial governments release more details on the expected roles and responsibilities of their local governments based on provincial and territorial laws and regulations.
- FCM's Municipal Guide to Cannabis Legalization continues to be a useful national resource for municipalities preparing for legalization. The guide has generated positive media attention, and is used by other orders of government as a resource tool.

Past Updates

- [March 2018 – Cannabis Legalization](#)
- [March 2017 – Legalization and Regulation of Marijuana](#)
- [September 2016 – Legalization and Regulation of Marijuana](#)

ANALYSIS

- Provincial governments in Ontario and Quebec have both outlined their commitment to share a proportion of their excise tax revenues with municipalities in recognition of their important role. In other parts of the country, there are several ongoing challenges:
 - The roles and responsibilities (and associated costs) for the municipal sector may vary significantly across and within provinces and territories depending on factors such as the: retail distribution model, municipal population, geographical size of community, structure of police services (municipal, contract RCMP etc.) and expectations and attitudes of citizens.
 - Small and medium size communities have made it clear that they do not have the capacity to track all direct and indirect costs across all areas of responsibility.
 - Local costs associated with cannabis are already beginning to accrue. It is difficult to manage these upfront costs within existing municipal budgets without

- certainty from federal or provincial/territorial governments about when and how these costs will be addressed.
- The commitment to share excise tax revenues with local governments varies across provinces and territories. Some are taking a “wait and see approach” and are unwilling to commit local funding until they have a better sense of how much revenue the cannabis excise tax will generate, as well as what the provincial/territorial costs will look like. Others jurisdictions have yet to acknowledge any municipal expenses associated with cannabis legalization.
 - FCM will continue to refine municipal costs estimations and acquire data that captures the variance within municipal costs across small, medium and large municipalities. FCM will also push the federal government for greater clarity on supports for municipalities and work with PTAs to press for commitments from provincial and territorial governments to address local costs.

POLITICAL CONSIDERATIONS

Staff have kept in close contact with the offices of the Minister’s of Justice, Health and Public Safety to ensure they understand the evolving picture of municipal costs related to cannabis legalization. In addition, staff will be engaging the Minister of Finance’s office in the fall lead-up to the meeting of Federal, Provincial and Territorial Finance Ministers to ensure that the federal government understands the jurisdictions where municipalities are receiving no support from provinces and territories. FPT Finance Ministers agreed to review the cannabis excise tax agreement after legalization was implemented and this review will provide an opportunity for FCM to further advocate on behalf of our members.

SUPPLEMENTARY MATERIALS

There are no supplementary materials attached.

RECOMMENDATION

It is recommended that the Standing Committee on Community Safety and Crime Prevention receive this report.

Tim Stiles
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