



SMARTER PLANNING, SMARTER SPENDING: Achieving infrastructure success

Report of the Standing Senate Committee
on National Finance

The Honourable Larry W. Smith, Chair
The Honourable Anne C. Cools, Deputy Chair

February 2017



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**INTERIM REPORT ON
INFRASTRUCTURE SPENDING**

Standing Senate Committee on National Finance

Chair

The Honourable Larry W. Smith

Deputy Chair

The Honourable Anne C. Cools

February 2017

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THE COMMITTEE

The following senators have participated in the study:

The Honourable Larry W. Smith, Chair
The Honourable Anne C. Cools, Deputy Chair

and

The Honourable Raynell Andreychuk
The Honourable George Baker, P.C.
The Honourable Douglas Black
The Honourable Joseph A. Day
The Honourable Nicole Eaton
The Honourable Éric Forest
The Honourable Elizabeth Marshall
The Honourable Percy Mockler
The Honourable Lucie Moncion
The Honourable Richard Neufeld
The Honourable André Pratte
The Honourable Yuen Pau Woo

Ex-officio members of the committee:

The Honourable Senator Peter Harder, P.C. (or Diane Bellemare)
The Honourable Senator Claude Carignan, P.C. (or Yonah Martin)

The committee would like to recognize the following senators who are no longer members of the committee but contributed to the study: The Honourable Senators Salma Atallahjan, Diane Bellemare, Larry Campbell, James Cowan, Fabian Manning and Grant Mitchell.

Other senators who have participated in the study:

The Honourable Senators Denise Batters, Jean-Guy Dagenais, Tobias C. Enverga, Ghislain Maltais, Wilfred P. Moore, Ratna Omidvar, Nancy Greene Raine and David Tkachuk.

Parliamentary Information and Research Service, Library of Parliament:

Sylvain Fleury and Olivier Leblanc-Laurendeau, Analysts
Alex Smith, Analyst (until December 2016)

Senate Committees Directorate:

Gaëtane Lemay, Clerk of the Committee
Louise Martel, Administrative Assistant

ORDER OF REFERENCE

Extract from the *Journals of the Senate*, Tuesday, February 23, 2016:

The Honourable Senator Smith (*Saurel*) moved, seconded by the Honourable Senator Manning:

That the Standing Senate Committee on National Finance be authorized to examine and report on the design and delivery of the federal government's multi-billion dollar infrastructure funding program;

That, in conducting such a study, the committee take particular note of:

- how infrastructure projects are funded;
- the criteria that applicants (provinces, territories, municipalities, Aboriginal governments, organizations, etc.) need to meet to be eligible for funding;
- the type of infrastructure projects that receive funding;
- how to ensure project funding is timely, efficient and economical;
- the way the money is distributed among large and small communities, actually used and, if need be, monitored;
- should conditions be applied to any project approval, how these conditions are tracked and satisfied;
- lessons learned from previous Canadian infrastructure programs and in other jurisdictions; and
- other related matters.

That the committee submit its final report to the Senate no later than December 31, 2016, and retain all powers necessary to publicize its findings for 180 days after tabling of the final report.

After debate, the question being put on the motion, it was adopted.

Charles Robert

Clerk of the Senate

Extract from the *Journals of the Senate*, Thursday, November 17, 2016:

The Honourable Senator Smith moved, seconded by the Honourable Senator Martin:

That, notwithstanding the order of the Senate adopted on Tuesday, February 23, 2016, the date for the final report of the Standing Senate Committee on National Finance in relation to its study on the design and delivery of the federal government's multi-billion dollar infrastructure program be extended from December 31, 2016 to June 30, 2018.

After debate, the question being put on the motion, it was adopted.

Charles Robert

Clerk of the Senate

EXECUTIVE SUMMARY

In February 2016, the Senate authorized the Standing Senate Committee on National Finance to examine and report on the design and delivery of the Government of Canada's multi-billion dollar infrastructure funding program.

As part of its study, this committee held fifteen meetings up to February 8, 2017, and received testimony from 34 witnesses, including officials from the Office of Infrastructure Canada, experts from various think tanks, the Parliamentary Budget Officer, the Commissioner of the Environment and Sustainable Development, as well as mayors and municipal representatives.

In its 2016 Fall Economic Statement, the government announced plans to allocate \$186.7 billion for infrastructure investments for the 10-year period from 2016-17 to 2027-28. Of the total amount, \$82.8 billion will be new investments with the balance coming from existing programs. The government has established two goals for the investments: to create good well-paying jobs and to deliver sustained economic growth. In order to achieve these objectives most efficiently, our committee makes the following observations and recommendations:

- 1** The Government of Canada has not developed a strategic infrastructure plan.
Our committee recommends that the government develop a long-term national infrastructure strategy with clear priorities, concrete objectives and specific performance measures. This strategy would need to take into consideration municipal, provincial and territorial priorities as well.
- 2** The Government of Canada has created a multitude of infrastructure support programs across 31 different governmental organizations, each with its own priorities, terms and conditions, timelines and implementation and reporting processes. This administrative burden is complex and potentially duplicative, and leads to a poorly coordinated maze of application-based programs. It also makes it difficult for Parliament to follow the money.
Our committee recommends that Infrastructure Canada alone be designated as the federal infrastructure funding department, that it create a "single-window" to access funding, and that it reduce and consolidate the number of federal infrastructure programs.

3 With respect to federal infrastructure funding, municipalities unanimously praised the Gas Tax Fund for providing predictable, stable and flexible funding. It is an example of a program that has worked very well and should be used as a model for the “single-window” approach.

Our committee recommends that the Gas Tax Fund be adjusted to cover yearly inflation and population growth as well as requiring sufficient reporting mechanisms to be in place to measure the economic and social benefits resulting from projects.

4 Municipalities have raised several concerns about application-based programs.

Our committee recommends that these programs provide sufficient flexibility in the application criteria, within the project application and implementation deadlines; timely and transparent approval processes; and impose straightforward yet sufficient reporting requirements.

5 Municipalities are best placed to determine their infrastructure needs.

Our committee recommends that infrastructure agreements with provinces and territories include clauses requiring provinces and territories, as well as the Government of Canada, to coordinate with municipalities.

6 The infrastructure priorities set out in Budget 2016 leave out an important type of infrastructure that contributes to the health of Canada’s export-based economy, namely trade infrastructure. We rely upon transportation infrastructure for trade and our country’s overall productivity is a factor of the quality of our infrastructure. The committee heard positive feedback regarding the Asia-Pacific Gateway and Corridor Initiative. Trade infrastructure should be an important part of a national infrastructure strategy.

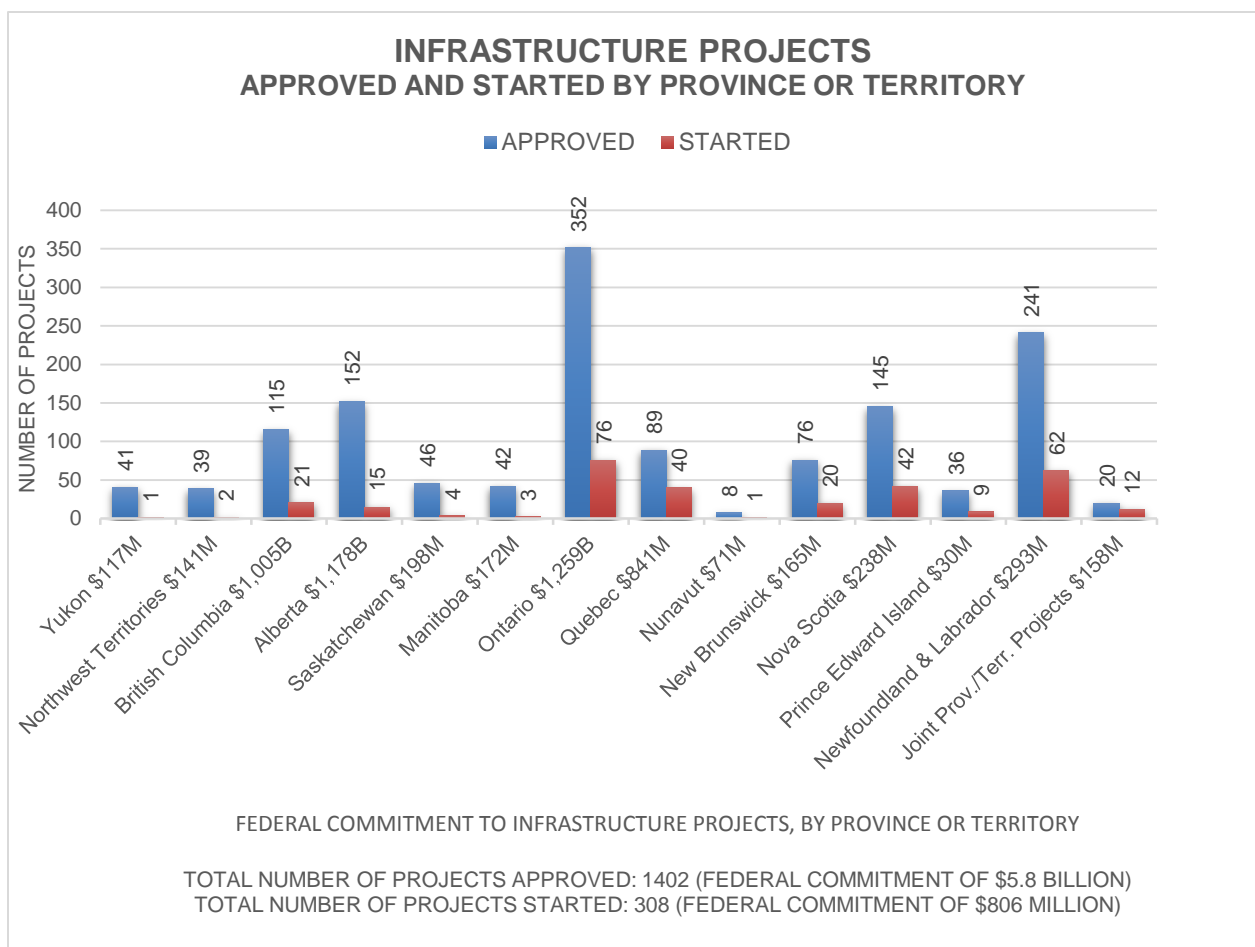
Our committee recommends that Infrastructure Canada and Transport Canada incorporate lessons learned from previous gateway and trade corridor programs into the design of the Government of Canada’s proposed \$10 billion plan for trade infrastructure.



At this stage, we will continue to study the importance of trade infrastructure and look forward to the future report on trade infrastructure of the Standing Senate Committee on Banking, Trade and Commerce. Although it is too early to comment on the Canada Infrastructure Bank proposal because insufficient detail has been provided, the committee is concerned with the mandate, strategic orientation and structure of the future bank. Furthermore, some members were concerned that the creation of the Infrastructure Bank could create competition between existing financial institutions. Our committee will continue to examine these two subjects.

In order to assist senators in their study and analysis of spending on infrastructure initiatives across multiple departments, a database was established, from which Figure 1 was generated (from our current dataset). It should be noted that on March 22, Budget 2016 contained \$13.6 billion over two years for Phase I of the New Infrastructure Plan. This amount was allocated to 31 departments, 10 of which have not reported information, or the information remains confidential, as 1569 projects (for a value of \$1.0 billion) have not been announced yet. A total of 719 projects worth \$1.5 billion were scheduled to start immediately after March 22, 2016, according to the Parliamentary Budget Officer. Our data shows that 1402 projects were approved, including 173 projects from previous programs, for an approved value of \$5.8B to date. Also, 308 projects valued at \$806 million are recorded as started.

Figure 1 – Approved and Started Infrastructure Projects by Province or Territory, December 2016



Sources: Infrastructure Canada; Parliamentary Budget Officer

Figure 2 illustrates Infrastructure Canada's programs since 2002 and the years during which they were implemented.

Figure 2 – Infrastructure Canada Programs since 2002

	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24		
15															PTIF	PTIF								
14								Trails							CWWF	CWWF								
13								G8	Trails						CB3C	CB3C	PTIF							
12								CC-Top up	G8			Trails	Trails	AMF	AMF	CWWF	CWWF							
11								ISF	CC-Top up				NIC	NIC	NIC	NIC	CB3C	CB3C						
10								GIF	ISF	CC-Top up			PTIC-NRP	PTIC-NRP	PTIC-NRP	PTIC-NRP	AMF	AMF						
9						PT Base	PT Base	PT Base	GIF	ISF	TUK	PTIC-SCF	PTIC-SCF	PTIC-SCF	PTIC-SCF	PTIC-SCF	NIC	NIC						
8						BCF-CC	BCF-CC	BCF-CC	PT Base	GIF	GIF	GIF	TUK	TUK	TUK	TUK	PTIC-NRP	PTIC-NRP						
7				PTF	PTF	BCF-MIC	BCF-MIC	BCF-MIC	BCF-CC	PT Base	PT Base	PT Base	GIF	GIF	GIF	GIF	PTIC-SCF	PTIC-SCF	CB3C					
6				GTF	GTF	GTF	GTF	GTF	BCF-MIC	BCF-CC	BCF-CC	BCF-CC	PT Base	PT Base	PT Base	PT Base	GIF	GIF	AMF					
5			RKO	RKO	RKO	RKO	RKO	RKO	GTF	BCF-MIC	BCF-MIC	BCF-MIC	BCF-CC	BCF-CC	BCF-CC	BCF-CC	BCF-CC	BCF-CC	BCF-CC	NIC	NIC			
4			MRIF	MRIF	MRIF	MRIF	MRIF	MRIF	MRIF	GTF	GTF	GTF	BCF-MIC	BCF-MIC	BCF-MIC	BCF-MIC	BCF-MIC	BCF-MIC	BCF-MIC	BCF-MIC	PTIC-NRP	PTIC-NRP	NIC	NIC
3		BIF	BIF	BIF	BIF	BIF	BIF	BIF	BIF	MRIF	MRIF	MRIF	GTF	GTF	GTF	GTF	GTF	GTF	GTF	PTIC-SCF	PTIC-SCF	PTIC-NRP	PTIC-NRP	
2		CSIF	CSIF	CSIF	CSIF	CSIF	CSIF	CSIF	CSIF	BIF	BIF	BIF	BIF	BIF	BIF	BIF	BIF	BIF	BIF	BIF	GIF	GIF	PTIC-SCF	PTIC-SCF
1	ICP	ICP	ICP	ICP	ICP	ICP	ICP	ICP	ICP	CSIF	CSIF	CSIF	CSIF	CSIF	CSIF	CSIF	CSIF	CSIF	CSIF	CSIF	GTF	GTF	GTF	GTF
Number of programs	1	3	5	7	7	9	9	14	13	10	8	9	12	12	15	15	13	12	7	5	4	4		

Note: Programs above start in year of TB approval and end in year where funding authority ends

ICP - Infrastructure Canada Fund

CSIF - Canada Strategic Infrastructure Fund

BIF - Border Infrastructure Fund

MRIF - Municipal Rural Infrastructure Fund

GTF - Gas Tax Fund

PTF - Public Transit Fund

BCF-MIC - Building Canada Fund – Major Infrastructure Component

BCF-CC - Building Canada Fund – Communities Component (BCF-CC) and Top Up

PT Base - Provincial-Territorial Infrastructure Base Fund

GIF - Green Infrastructure Fund (GIF)

G8- G8 Legacy

ISF - Infrastructure Stimulus Fund (ISF)

Trails - National Trails

TUK - Inuvik to Tuktoyaktuk Highway Program

PTIC-SFC - Provincial-Territorial Infrastructure Component-Small Communities Fund

PTIC-NRP - Provincial-Territorial Infrastructure Component-National and Regional Projects

NIC - National Infrastructure Component

RKO - Research Knowledge and Outreach

PTIF - Public Transit Infrastructure Fund

CWWF - Clean Water and Wastewater Fund

AMF - Asset Management Fund

CB3C - Capacity Building for Climate Change Challenges

Source: Table provided to the committee by Infrastructure Canada

RECOMMENDATIONS

The Standing Senate Committee on National Finance makes the following recommendations:

RECOMMENDATION 1



That Infrastructure Canada develop a long-term national infrastructure strategy with clear priorities, concrete objectives and specific performance measures; and that it prepare an annual consolidated report on the results of the government's multi-billion dollar infrastructure plan.

RECOMMENDATION 2



That Infrastructure Canada alone be designated the lead department for federal infrastructure funding, that it work with the provinces and territories to create a "single-window" for municipalities to access funding, and that it reduce and consolidate the number of federal infrastructure programs.

RECOMMENDATION 3



That Infrastructure Canada consult with municipalities and make appropriate improvements to the Gas Tax Fund in order to ensure that the fund is sufficient to cover inflation and capture population growth that can occur in municipalities between census years.

RECOMMENDATION 4



That Infrastructure Canada ensure that its application-based programs provide sufficient flexibility in their program criteria, application deadlines, and project completion deadlines; have timely and transparent approval processes; and impose straightforward yet sufficient reporting requirements.

RECOMMENDATION 5



That Infrastructure Canada include in application-based program agreements with provinces and territories that fund municipal infrastructure projects, clauses that require provinces and territories, as well as the Government of Canada, to coordinate with municipalities.

RECOMMENDATION 6



That Infrastructure Canada and Transport Canada incorporate lessons learned from previous gateway and trade corridor programs into the design of the Government of Canada's proposed \$10 billion plan for trade infrastructure.

1 INTRODUCTION

Public infrastructure plays an essential role in the daily lives of Canadians, who use it to commute to work, to power their homes, to spend leisure time in public spaces, and in transporting goods within and outside Canada, and to access clean drinking water, amongst other uses. Though many often take the quantity and quality of the benefits of public infrastructure for granted, all can and do notice the negative effects of inadequate investments, such as crumbling roads and bridges, intolerable traffic congestion, bottlenecks in transporting goods to market, poorly maintained water supply and wastewater systems, and a lack of clean water and housing in remote First Nations communities. The end result can be decreased economic competitiveness, fewer good jobs, a lack of social cohesion, and a degraded environment. In addition, all of these affect the mental and physical health of Canadians and impair their quality of life.

While investments in public infrastructure are important, it is essential that we make the right ones, not only to ensure value-for-money in the use of public funds, but also because we want to make sure that they lead to long-term economic benefits by providing economic stimulus and increasing productivity, and to a better quality of life for all Canadians. By investing in infrastructure, the government hopes to stimulate the economy in the short-term—it forecasts a 0.2% increase in Gross Domestic Product (GDP) for 2016–2017 and 0.4% for 2017–2018—as well as boost productivity over the long-term.

The Government of Canada has given greater attention to infrastructure with the creation of the Office of Infrastructure Canada in 2002, the development of the *Gas Tax Fund* to transfer funds to municipalities for infrastructure, as well as the launch of the *Building Canada Plan* in 2007, the *New Building Canada Plan* in 2014, and recent infrastructure announcements in *Budget 2016* and the *Fall Economic Statement 2016*.

On February 23, 2016, the Senate authorized the Standing Senate Committee on National Finance (henceforth, the committee) to examine and report on the design and delivery of the Government of Canada’s multi-billion dollar infrastructure funding commitment. As part of this study, the committee met with thirty-four witnesses over fifteen meetings, including experts from various think tanks, the Parliamentary Budget Officer, the Commissioner of the Environment and Sustainable Development, academics, as well as mayors and officials from nine Canadian cities. The committee appreciates the time and effort of those who appeared to share their knowledge and experience in the matter of investment in infrastructure in Canada.

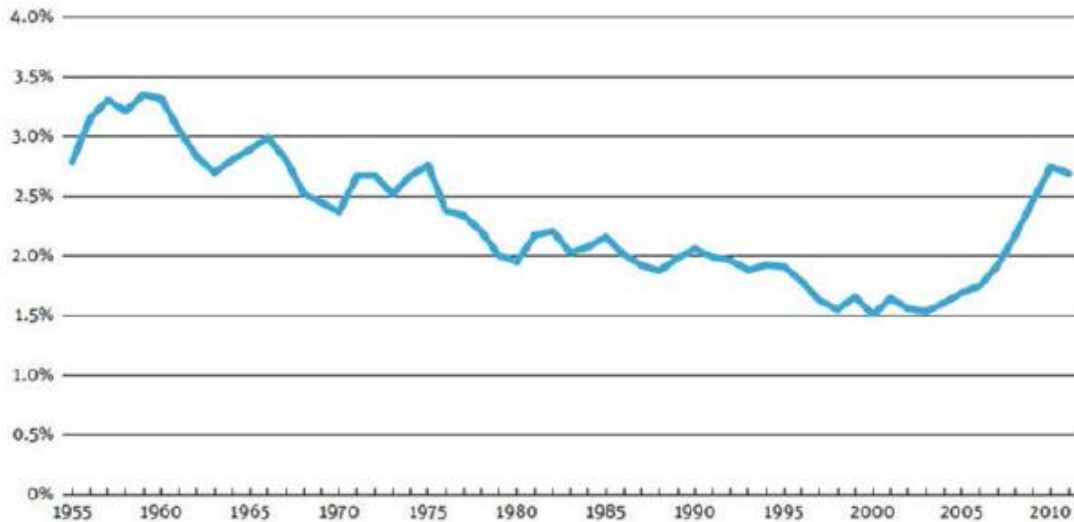
This report is our committee’s interim report on the Government of Canada’s infrastructure expenditure. It examines what has worked well with previous infrastructure programs, what needs to be improved, and provides recommendations to the Government of Canada for study and consideration as it moves forward with its infrastructure plan.

2 INVESTING IN INFRASTRUCTURE

A significant portion of Canada’s public infrastructure was built during the post-war period of growth in the 1950s and 1960s. However, as shown in **Figure 3**, the level of infrastructure investment has

gradually decreased since then, especially during the 90s, when governments cut back on spending in order to control deficits.

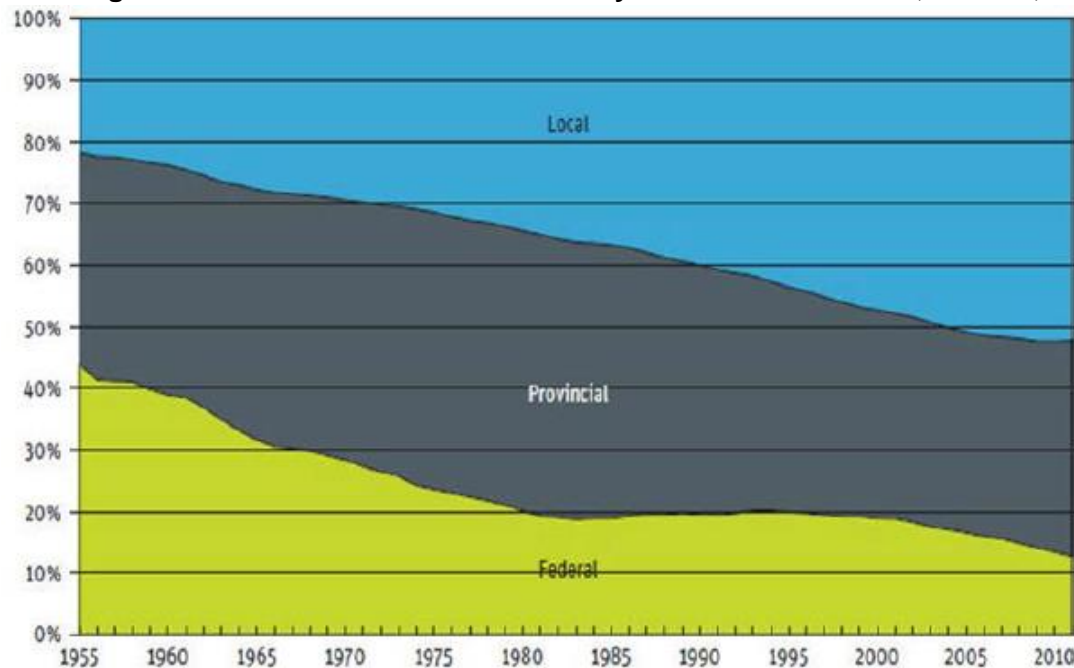
Figure 3 – Investment in Public Infrastructure as a Percent of Gross Domestic Product (GDP), Canada, 1955 to 2010



Source: Canadian Chamber of Commerce, [The Foundations of a Competitive Canada: The Need for Strategic Infrastructure Investment](#), December 2013, p. 6.

At the same time, municipalities have been given a greater share of responsibility for infrastructure, such that they now control more than 50% of Canadian public infrastructure assets, as shown in **Figure 4**.

Figure 4 – Infrastructure Asset Shares by Level of Government, Canada, 1955 to 2010



Source: Canadian Chamber of Commerce, [The Foundations of a Competitive Canada: The Need for Strategic Infrastructure Investment](#), December 2013, p. 8.

However, as municipalities collect 8% of taxes collected in Canada,¹ they have been unable to maintain the level of investment required to maintain and repair public infrastructure, let alone invest in new infrastructure in order to accommodate a growing population and economy. Based on a survey of 120 municipalities, the Canadian Infrastructure Report Card determined that 35% of municipal infrastructure, which includes roads, bridges, buildings, drinking water, wastewater, transit and recreation facilities, is in fair, poor or very poor condition.²

It is estimated that maintaining Canada's current infrastructure at 2011 levels as a percentage of Gross Domestic Product (GDP) would require an ongoing annual investment level of 2.9% of GDP.³ As municipalities have not had sufficient funds, they have often deferred annual maintenance and repairs, leading to escalating costs as infrastructure assets become more expensive to repair once they have begun to deteriorate.

Without sufficient investment, Canadians risk disruptions due to the poor condition of public infrastructure. These impair and constrain the ability of the economy to grow and be more productive.

3 FEDERAL INFRASTRUCTURE PROGRAMS

In response to the need for additional infrastructure investment, the Government of Canada has committed substantial funds for infrastructure over the past ten years using a variety of initiatives, as outlined below.

3.1 Building Canada Plan

The *Building Canada Plan* was launched in 2007 as a \$33 billion, seven-year plan to support projects that contribute to cleaner air and water, safer roads, shorter commutes, and better communities.⁴ It was comprised of the following initiatives:

- **Gas Tax Fund:** provided \$11.8 billion over seven years to municipalities;
- **Municipal Goods and Services Tax (GST) Rebate:** a 100% rebate of the GST paid by municipalities, which amounted to \$5.8 billion over seven years;
- **Building Canada Fund:** was comprised of two components:
 - **Major Infrastructure Component:** \$6.8 billion for larger, strategic projects of national and regional significance; and

¹ Canadian Chamber of Commerce, [The Foundations of a Competitive Canada: The Need for Strategic Infrastructure Investment](#), December 2013, p. 9.

² Canadian Construction Association, the Canadian Public Works Association, the Canadian Society for Civil Engineering, and Federation of Canadian Municipalities, [Canadian Infrastructure Report Card](#), 2016.

³ Canadian Chamber of Commerce, p. 8.

⁴ Infrastructure Canada, [Building Canada Plan](#).

- **Communities Component:** \$1 billion for projects in communities with populations of less than 100,000 (a \$500 million top-up was provided in 2009).
- **Public-Private Partnerships Fund:** \$1.25 billion to support the development of public-private partnerships (P3s) by *PPP Canada*;
- **Gateways and Border Crossings Fund:** \$2.1 billion to enhance infrastructure at major border crossings between Canada and the United States;
- **Asia-Pacific Gateway and Corridor Initiative:** \$1 billion for strategic transportation infrastructure projects across Western Canada; and,
- **Provincial-Territorial Base Fund:** provides each province and territory with \$25 million per year over seven years (2007 to 2014) for a total of \$175 million per jurisdiction, or \$2.275 billion in total.

3.2 Additional Infrastructure Funds

Subsequent to the *Building Canada Plan*, several other infrastructure funds were announced:

- **Infrastructure Stimulus Fund:** \$4 billion announced in January 2009 as part of *Canada's Economic Action Plan*. It supported over 4,000 projects as a short-term boost to the Canadian economy during a period of recession.
- **G8 Legacy Fund:** \$50 million for infrastructure that supported the G8 Summit in June 2010 in Huntsville, Ontario.
- **Green Infrastructure Fund:** \$1 billion, launched in 2009, for infrastructure projects that improve the quality of the environment and lead to a more sustainable economy over the long term.

3.3 New Building Canada Plan

Announced in Budget 2013, the *New Building Canada Plan* allocates \$53 billion over 10 years for provincial, territorial and municipal infrastructure.⁵ It combines the following initiatives:

- **New Building Canada Fund:** consists of two components:
 - **National Infrastructure Component:** \$4 billion for projects of national significance; and
 - **Provincial-Territorial Infrastructure Component:** \$10 billion for two sub-components:
 - **National and Regional Projects:** \$9 billion for projects prioritized by provinces and territories; and
 - **Small Communities Fund:** \$1 billion for projects in municipalities with fewer than 100,000 residents.

⁵ Department of Finance Canada, [Jobs Growth and Economic Prosperity](#), Ottawa, March 2013, p. 159 and Infrastructure Canada, [2014 New Building Canada Plan](#).

- **Community Investment Fund:** consists of the renewed and indexed *Gas Tax Fund* and the incremental *Goods and Services Tax Rebate for Municipalities*, which together would provide over \$32 billion over 10 years to municipalities;
- **PPP Canada Fund:** an additional \$1.25 billion to the fund managed by PPP Canada for P3 projects; and,
- **Other:** \$6 billion in funding for existing and ongoing legacy infrastructure programs, including the *National Recreational Trails Program*, the *Canada Strategic Infrastructure Fund*, the *Border Infrastructure Fund* and the *Green Infrastructure Fund*.

3.4 Budget 2016

In *Budget 2016*, the Government of Canada committed to investing \$120 billion over 10 years in infrastructure.⁶ The government's infrastructure plan will be implemented in two phases.

Phase I of the infrastructure plan proposes to spend a total of \$11.9 billion over five years, beginning in 2016–2017, to address immediate infrastructure needs, including:

- \$3.4 billion over three years to upgrade and improve public transit systems;
- \$5.0 billion over five years for investments in water, wastewater projects and green infrastructure projects;
- \$3.4 billion over five years for social infrastructure initiatives, which includes:
 - \$1.219 billion for investments in First Nations, Inuit and northern communities;
 - \$342 million for cultural and recreational infrastructure;
 - \$400 million for early learning and child care; and,
 - \$1.481 billion for affordable housing.⁷

The government also plans to spend \$3.4 billion over five years to maintain and upgrade federal infrastructure assets, such as national parks, small craft harbours, federal airports and border infrastructure, as well as clean-up contaminated sites.⁸

3.5 Fall Economic Statement 2016

The government provided more detail for Phase II of its infrastructure plan in its *Fall Economic Statement 2016*.⁹ It committed to spending \$81 billion over 11 years, as follows:

⁶ Department of Finance Canada, [Growing the Middle Class](#), Ottawa, March 2016, p. 86.

⁷ *Ibid.*, pp. 88-89.

⁸ *Ibid.*, p. 89.

- \$25.3 billion for public transit;
- \$21.9 billion for green infrastructure;
- \$21.9 billion for social infrastructure;
- \$10.1 billion in trade and transportation projects; and
- \$2 billion in infrastructure in rural and northern communities.

Additionally, the government will create an infrastructure bank to provide loans, loan guarantees and equity investments in infrastructure.

4 NATIONAL STRATEGIC PLANNING AND REPORTING

A long-term strategic plan could provide direction to federal infrastructure spending. As Glen Hodgson, Senior Vice-President and Chief Economist at the Conference Board of Canada, said, “we need to think about this in a holistic sense, involving all three levels of government within a multi-year plan. ... The plan needs to be internally consistent and aligned, not just a one-off here and there, so conceptually, it's building a framework that guides our decision making.”¹⁰

Brock Carlton, Chief Executive Officer of the Federation of Canadian Municipalities, described what the plan might look like: “let's get some objectives, principles and guidelines that paint the national imperative so the municipalities, provinces and territories can make their decisions that line up with those national imperatives.”¹¹ Christopher Stoney linked it to results: “If you have a policy framework, you need to tie it to outcomes and you need results that are measurable in terms of what will we get for the dollars.”¹²

The federal infrastructure plans, described earlier, set out various funds and criteria for eligibility—they prescribe where the money is going. However, they don't provide a strategic approach to infrastructure, by setting set out national objectives and priorities, and mechanisms to measure and monitor performance.

In her examination of the *Gas Tax Fund*, Julie Gelfand, Commissioner of the Environment and Sustainable Development, said, “We found that Infrastructure Canada did not have final indicators, targets or timelines to measure environmental performance and report on project or program results. In particular, the department did not assess to what extent money spent on projects under the *Gas Tax Fund* had produced, as was intended, cleaner air, cleaner water and reduced greenhouse gas emissions.”¹³ She went on to observe: “It's not a lack of transparency. They don't have the information. They didn't set up performance measurement systems so that they could gather the data, so they don't

⁹ Department of Finance Canada, [Fall Economic Statement 2016](#), Ottawa, November 2016, p. 16.

¹⁰ Senate, Standing Committee on National Finance, *Evidence*, 1st Session, 42nd Parliament, [Evidence](#), 11 May 2016.

¹¹ Ibid.

¹² Senate, Standing Committee on National Finance, *Evidence*, 1st Session, 42nd Parliament, [Evidence](#), 10 May 2016.

¹³ Senate, Standing Committee on National Finance, *Evidence*, 1st Session, 42nd Parliament, [Evidence](#), 5 October 2016.

actually know. ... Their job is to get the money out and their perspective is that the *Gas Tax Fund* was to provide stable money for the municipalities.”¹⁴

When the primary goal is to get the money out the door, the performance metric is based on that output. Infrastructure Canada’s current performance reporting simply refers to the number of projects completed and their value.¹⁵ In the absence of a strategic plan, Infrastructure Canada is unable to develop meaningful objectives and related performance measures. With that in mind, the Commissioner of the Environment and Sustainable Development recommended that Infrastructure Canada “provide a long-term vision outlining federal infrastructure priorities, with clear objectives, performance measures, and accountability.”¹⁶ She commented that “[the] *Green Municipal Fund*, which is managed by the Federation of Canadian Municipalities, did track and report the environmental benefits of the projects it funded. So it is possible to do it.”¹⁷

In response, officials from Infrastructure Canada said they have included more elements related to data reporting and performance measurement into the recent transit and wastewater programs that are part of Phase I of the government’s infrastructure plan.¹⁸ They have also developed joint committees with other federal departments for horizontal reporting, evaluation and communications.

In the meantime, the government relies on economic multipliers; it estimates that Phase I infrastructure investments will create or maintain approximately 100,000 jobs in the areas of project planning and management, engineering and construction.¹⁹ Clark Somerville, the First Vice President of the Federation of Canadian Municipalities, also referred to economic multipliers, saying, “Every dollar invested in infrastructure generates up to \$1.64 in economic growth. Every \$1 billion invested creates 18,000 jobs.”²⁰

When asked how they measured effectiveness, municipalities indicated in written responses that they refer to their asset management plans, which outline their priorities for infrastructure investment and the intended outcomes of each type of asset. For municipalities, these are their long-term strategic plans. However, they acknowledged that the Government of Canada may wish to measure and report on its own infrastructure priorities.

Given the billions of dollars involved and the importance of getting infrastructure investments right, the committee believes it is essential that the Government of Canada have a strategic infrastructure plan in place, and that it provide clear reporting on the results it is achieving with its investments in infrastructure across Canada. Without this kind of plan and reporting, it is very difficult for Canadians and

¹⁴ Ibid.

¹⁵ Infrastructure Canada, [Departmental Performance Report 2014–2015](#), Ottawa, 2015.

¹⁶ Commissioner of the Environment and Sustainable Development, “[Report 1—Federal Support for Sustainable Municipal Infrastructure](#),” *2016 Spring Reports of the Commissioner of the Environment and Sustainable Development*, Ottawa, 2016, para. 1.100.

¹⁷ Senate, Standing Committee on National Finance, *Evidence*, 1st Session, 42nd Parliament, [Evidence](#), 5 October 2016.

¹⁸ Senate, Standing Committee on National Finance, 1st Session, 42nd Parliament, [Evidence](#), 16 November 2016.

¹⁹ Department of Finance Canada, [Fall Economic Statement 2016](#), Ottawa, November 2016, p. 16.

²⁰ Senate, Standing Committee on National Finance, *Evidence*, 1st Session, 42nd Parliament, [Evidence](#), 11 May 2016.

parliamentarians to hold the government to account for the results it should be achieving with its infrastructure spending. The committee notes that Australia and the United Kingdom have developed infrastructure plans.²¹ Our committee recommends:

RECOMMENDATION 1

That Infrastructure Canada develop a long-term national infrastructure strategy with clear priorities, concrete objectives and specific performance measures; and that it prepare an annual consolidated report on the results of the government's multi-billion dollar infrastructure plan.

5 COMPLEXITY

As can be seen from the foregoing discussion, the Government of Canada has created a multitude of programs to support infrastructure, each with its own priorities, terms and conditions, timelines, and application and reporting processes. As the older programs continue when new ones are announced, the number of programs simply increases. During the current fiscal year (2016–2017), Infrastructure Canada is managing fifteen infrastructure programs (see **Figure 2** at page VII).

To make matters even more complex, *Budget 2016* expanded the concept of infrastructure to include green and social infrastructure, and provided funding to 30 programs, some of which are new and others that were pre-existing, managed by nine federal organizations and the Federation of Canadian Municipalities (see Appendix C).

From a municipal perspective, it can be bewildering. Christopher Stoney, Associate Professor of the School of Public Policy and Administration at Carleton University, told the committee that, “Because of all the multiple levels of funding, some of the places we went to have over 300 sources of funding for infrastructure if you count provincial and federal.”²² He went on to state: “They enjoyed taking us into a back room office where all the books and computer programs were laid out to deal with this plethora of funding mechanisms, all with different conditions. It could be spent on this; it had to be spent in that time; it can or cannot be banked. It's an absolute nightmare. How a citizen can possibly hold anyone accountable based on this diverse funding is beyond me.”²³

The committee agrees. In the current situation, it is very difficult to know how best to access federal infrastructure funds, especially in jurisdictions with limited resources. In some cases, one project can be eligible under several different funds. Additionally, municipalities would need to be in contact with ten different organizations for the various aspects of federal infrastructure funding.

²¹ Australia, Infrastructure Australia, [Australian Infrastructure Plan: Priorities and Reforms for Our Nation's Future](#), February 2016; and United Kingdom, Infrastructure and Projects Authority, [National Infrastructure Delivery Plan 2016–2021](#), March 2016.

²² Senate, Standing Committee on National Finance, 1st Session, 42nd Parliament, [Evidence](#), 10 May 2016.

²³ Ibid.

Officials from Infrastructure Canada told the committee that municipalities raised this issue with them, asking for a single-window to access funding.²⁴ In response, the department is streamlining its operations. For example, it is transferring \$21 million from two legacy infrastructure programs—the *Border Infrastructure Fund* and the *Municipal Rural Infrastructure Fund*—to the *Gas Tax Fund*. The department is also making information more accessible by putting program criteria and the funding allocated to each province and territory on its website. Officials said part of the complexity relates to provinces and territories managing the intake process for some programs, as they are responsible for prioritizing projects. They are working with provinces and territories to use clearer templates and risk management tools.

While the committee appreciates the efforts that Infrastructure Canada is making, they are unlikely to successfully address the problem. The program complexity remains in place, which was created by the Government of Canada, not by provinces and territories. As Infrastructure Canada developed the programs that allow provinces and territories to prioritize projects, it is responsible for making those programs accessible to municipalities.

The tangled web of programs is administratively burdensome and confusing. This leads to an uncoordinated, potentially duplicative, federal approach to infrastructure. Our committee recommends:

RECOMMENDATION 2

That Infrastructure Canada alone be designated the lead department for federal infrastructure funding, that it work with the provinces and territories to create a “single-window” for municipalities to access funding, and that it reduce and consolidate the number of federal infrastructure programs.

6 GAS-TAX FUND PROGRAM

The *Gas Tax Fund* was introduced in 2005, made permanent in 2008 and indexed to 2% per year in 2013.²⁵ It now provides over \$2 billion each year to municipalities for infrastructure. In general, the allocation is made on a per capita basis, but the specifics vary in each province and territory. For example, municipalities in the greater Vancouver region combine their allocations to fund regional transportation projects.

The *Gas Tax Fund* provides municipalities with predictable, stable and flexible financing. Municipalities decide which projects to prioritize within the established broad investment categories. They can pool, bank and borrow against this funding, providing significant financial flexibility. They are also able to plan into the future as the allocations are known in advance, and it does not fluctuate from year-to-year based on changes in government or federal priorities. Further, the Fund does not require provincial or territorial funding or involvement in the selected projects.

²⁴ Senate, Standing Committee on National Finance, 1st Session, 42nd Parliament, [Evidence](#), 16 November 2016.

²⁵ More information can be found in Jean Dupuis, [The Gas Tax Fund: Chronology, Funding and Agreements](#), Publication No. 2016-99-E, Parliamentary Information and Research Service, Library of Parliament, Ottawa, September 2016.

In terms of what works well with federal funding for infrastructure, municipalities were unanimous in their praise of the *Gas Tax Fund*. Mayor Heyck of Yellowknife said, “I’ve thought long and hard about what the ideal funding model would be and we’ve already realized it, and in my opinion it’s the model we’ve achieved with the Gas Tax Funding.”²⁶ Mayor O’Brien of Fredericton told the committee that, “[W]e really do appreciate the model used for the *Gas Tax Fund*. It’s predictable. It’s indexed . . . , and it allows the city to establish its own priorities.”²⁷ Finally, Chima Nkemdirim, Chief of Staff for the Mayor’s Office in Calgary, observed, “[W]e find the *Gas Tax Fund* to be generally well administered and relatively easy to comply with and report.”²⁸

With respect to improvements, it was noted that the 2% growth rate of the *Gas Tax Fund* may not be sufficient to cover inflation in some years, and basing the allocation on census data does not capture significant population growth that can occur in municipalities between censuses. In order to ensure that the *Gas Tax Fund* remains useful and relevant for municipalities, our committee recommends:

RECOMMENDATION 3

That Infrastructure Canada consult with municipalities and make appropriate improvements to the *Gas Tax Fund* in order to ensure that the fund is sufficient to cover inflation and capture population growth that can occur in municipalities between census years.

7 FUNDING THROUGH APPLICATION PROGRAMS

Most of the Government of Canada’s spending programs on infrastructure are application-based. That is, municipalities, provinces, and territories prepare project applications for specific funding programs, and each program has its own priorities, eligibility criteria, and deadlines.

For example, under the *Provincial-Territorial Base Fund*, provinces and territories submitted a capital plan with a list of projects for federal cost-sharing that corresponded to the eligible categories. Under the *Building Canada Fund*, municipalities submitted projects to the provinces and territories, who in turn presented their priorities to Infrastructure Canada for review and approval of projects based on eligibility criteria. Under the National Infrastructure Component of the *New Building Canada Fund*, projects were presented directly to Infrastructure Canada and approved on a merit basis.

In each program, costs are shared, and the proportion varies depending on the program and the jurisdiction. The Government of Canada reaches agreements with the provinces and territories on the

²⁶ Senate, Standing Committee on National Finance, *Evidence*, 1st Session, 42nd Parliament, [Evidence](#), 19 October 2016.

²⁷ Senate, Standing Committee on National Finance, *Evidence*, 1st Session, 42nd Parliament, [Evidence](#), 18 October 2016

²⁸ Senate, Standing Committee on National Finance, *Evidence*, 1st Session, 42nd Parliament, [Evidence](#), 19 October 2016.

governance of these programs, as they are constitutionally responsible for municipalities. For most programs, the provinces and territories decide how projects will be selected.

Municipalities told the Committee that they appreciate the increased funding from application-based programs, which has led to tangible improvements in roads, bridges, transit systems, and water treatment systems. The cost-sharing nature of the programs allows municipalities to undertake infrastructure projects that would be unaffordable without federal participation. However, municipalities noted a number of concerns with the programs:

- narrow program criteria may not match municipal priorities; for example, facilities, such as fire halls and other municipal buildings, are not eligible;
- requiring projects to be incremental to current planning means a community's most desirable and important infrastructure projects may not be funded;
- short-term funding programs make it very difficult for municipalities to undertake long-term planning;
- it is time-consuming and requires resources to complete applications, which municipalities with limited capacity find challenging;
- application deadlines can be unreasonable; for example, municipalities were given one week to apply for transit funding, leading municipalities to make less optimal choices;
- the approval process can be lengthy—in some cases it took two years to approve projects;
- having provinces and territories act as intermediaries leads to confusion over where an application sits for review, feedback, and funding potential;
- funding levels and project approvals are unpredictable, making it difficult for municipalities to plan;
- funding might arrive after the project is substantially completed, which creates financial difficulties for municipalities with limited capacity;
- municipalities cannot use cost savings from one project to apply to cost overruns on another project;
- the short construction season and severe weather in some regions can cause projects to be delayed past the deadline for project funding; and,
- federal reporting requirements are additional to normal municipal checks and balances, such as auditing and adhering to financial standards.

Given the number of concerns with application-based programs, the committee believes that Infrastructure Canada must substantially revise the way it delivers these programs. It needs to recognize

that one-size does not fit all and ensure that diverse municipalities across Canada have the flexibility to fund their priorities. Our committee recommends:

RECOMMENDATION 4

That Infrastructure Canada ensure that its application-based programs provide sufficient flexibility in their program criteria, application deadlines, and project completion deadlines; have timely and transparent approval processes; and impose straightforward yet sufficient reporting requirements.

A significant concern raised by many municipalities is that under application-based programs, provinces and territories must approve projects. In some cases, provinces allocated all available funds for provincial priorities and none to municipal priorities and, in other cases, provinces did not respect municipal ordering of priorities. Officials from Infrastructure Canada said one of the causes of complexity and delays is that provinces and territories manage the intake process for projects for most programs.²⁹ The solution, then, to streamlining and simplifying application-based programs may lie in reducing the role of provinces and territories.

Mayor Brown of London told the committee that, “[T]hese types of programs lead to a perception of infrastructure lottery in some respects.”³⁰ Mayor O’Keefe of St. John’s said, “[W]e would like to retain control over choosing our priorities. We know what they are and we know what we need. ... [T]he city is asking that the Government of Canada place a condition on the funding that would require the provincial government to respect the municipality’s identification of priorities. We are best able to select our priorities.”³¹

In the words of Mayor Heyck of Yellowknife, “[I]t’s time to toss off the constitutional shackles to a degree and start building a relationship between federal and municipal governments across the country.”

Having provinces and territories act as intermediaries for federal funding of municipal projects adversely affects predictability, flexibility and respect for municipal priorities. If the Government of Canada wishes to fund provincial or territorial projects, this can be accomplished through separate programs. Nonetheless, the committee recognizes that replacing provincial and territorial authority with federally imposed decisions will leave municipalities no further ahead. Thus, our committee recommends:

RECOMMENDATION 5

That Infrastructure Canada include in application-based program agreements with provinces and territories that fund municipal infrastructure projects, clauses that require provinces and territories, as well as the Government of Canada, to coordinate with municipalities.

²⁹ Senate, Standing Committee on National Finance, 1st Session, 42nd Parliament, [Evidence](#), 16 November 2016.

³⁰ Senate, Standing Committee on National Finance, 1st Session, 42nd Parliament, [Evidence](#), 19 October 2016.

³¹ Senate, Standing Committee on National Finance, 1st Session, 42nd Parliament, [Evidence](#), 18 October 2016.

8 NEW INITIATIVES GREEN AND SOCIAL INFRASTRUCTURE

While infrastructure is often interpreted to refer to physical assets such as roads, bridges, and buildings, *Budget 2016* expanded the concept to include green and social infrastructure, in order to “support Canada’s ongoing transition to a clean growth economy..., help Canadian communities adapt to the challenges of climate change,” as well as “promote inclusive growth for Canadians and lift more Canadians—including children and seniors—out of poverty.”³²

When asked how they were addressing climate change, many municipalities pointed to the preparations they are taking to deal with more extreme weather events, such as storm-water run-off and floods. Brad Stevens, the Deputy City Manager of Calgary, pointed out that the city had adopted the LEED gold standard for environmental testing on all of its buildings in order to reduce operating costs.³³ Mayor Heyck of Yellowknife said that his city adopted its first community energy plan in 2006 and is seeking to be carbon neutral by 2030.³⁴

While the level of municipal responsibility for social housing varies in each province and territory, representatives from a number of municipalities emphasized the importance of affordable and social housing in their communities, and several indicated their support for the development of the *National Housing Strategy*.

As it moves forward with its study, the committee will be examining the results achieved from green and social infrastructure spending during Phase I of the government’s infrastructure plan, as well as how the government intends to allocate the additional \$43.8 billion for green and social infrastructure in Phase II.

9 TRADE INFRASTRUCTURE

The infrastructure priorities set out in *Budget 2016* were public transit, green infrastructure and social infrastructure. However, the committee heard compelling testimony that these priorities leave out an important type of infrastructure that contributes to the health of Canada’s economy—trade infrastructure.

Canada’s export-based economy relies upon its transportation infrastructure, including roads, ports, waterways, railways, airports, pipelines, and information systems, to move products and services to markets around the world. However, a recent Canadian Chamber of Commerce report points out that Canada’s ranking in terms of the quality of its overall infrastructure had fallen from 10th in 2008–2009 to 23rd in 2015–2016.³⁵ A transportation network needs assessment released in 2014 indicated that Canada’s transportation network will have difficulty keeping up with forecasted increases in freight traffic

³² Department of Finance Canada, [Jobs Growth and Economic Prosperity](#), Ottawa, March 2016, pp. 93 and 97.

³³ Senate, Standing Committee on National Finance, *Evidence*, 1st Session, 42nd Parliament, [Evidence](#), 19 October 2016.

³⁴ Ibid.

³⁵ The Canadian Chamber of Commerce, [The Infrastructure that Matters Most: Investment in Canada’s Trade Infrastructure](#), June 2016, p. 10.

for roads, rail, ports and airports.³⁶ Canada already experiences bottlenecks in moving freight by rail within Canada and across the border with the United States.

Ryan Greer, Director of Transportation and Infrastructure Policy at the Canadian Chamber of Commerce, told the committee that trade infrastructure has the highest return on investment, and it “makes us all wealthier by making its users more competitive.”³⁷ John Law, the author of the Canadian Chamber of Commerce report, pointed out that trade infrastructure offers long-term benefits by facilitating the transportation of goods and services more quickly, reliably, and at lower cost, thereby increasing the economy’s competitiveness and productivity.³⁸

Mr. Greer noted that previous trade-corridor programs, such as the *Gateways and Border Crossing Fund* and the *Asia-Pacific Gateway and Corridor Initiative* were very effective. The latter was recognized as best practice from industry, governments and trading partners and lessons could be learned from it and be applied to the rest of the Canadian supply chain and Canada’s gateways and corridors.³⁹ For example, these programs placed a priority on economically significant trade corridors that connect centres of production to export markets, and supported corridors in their totality, rather than individual elements.

In its *Fall Economic Statement 2016*, the government announced an investment of \$10.1 billion over 11 years in trade and transportation projects to address congestion along vital trade corridors and around transportation hubs and ports providing access to world markets, as well as marine and rail safety.⁴⁰

Given its importance, the committee appreciates the government’s commitment to trade infrastructure, but it awaits more details on how this investment will be allocated. Officials from Infrastructure Canada told the committee that it was premature to be specific on how much funding will be dedicated to trade corridors.⁴¹ Nonetheless, our committee agrees that lessons should be learned from previous initiatives and recommends:

RECOMMENDATION 6

That Infrastructure Canada and Transport Canada incorporate lessons learned from previous gateway and trade corridor programs into the design of the Government of Canada’s proposed \$10 billion plan for trade infrastructure.

10 INFRASTRUCTURE BANK

In the *Fall Economic Statement 2016*, the Government of Canada formally proposed creating a *Canada Infrastructure Bank* that will work with private institutional investors, such as public and private pension

³⁶ Ibid., p. 13.

³⁷ Senate, Standing Committee on National Finance, *Evidence*, 1st Session, 42nd Parliament, [Evidence](#), 4 October 2016.

³⁸ Ibid.

³⁹ Ibid.

⁴⁰ Department of Finance Canada, [Fall Economic Statement 2016](#), Ottawa, November 2016, p. 23.

⁴¹ Senate, Standing Committee on National Finance, 1st Session, 42nd Parliament, [Evidence](#), 16 November 2016.

funds, to identify infrastructure projects and investment opportunities.⁴² The Bank would use a wide breadth of financial instruments, including loans, loan guarantees and equity investments. The Government of Canada will invest at least \$35 billion in the bank, \$15 billion from the funding announced for infrastructure, and \$20 billion for investments held in the form of equity or debt.

At this stage, it is too early for the committee to comment on the proposed *Canada Infrastructure Bank*, as insufficient details have been provided.

11 CONCLUSION

The deteriorating state of public infrastructure in Canada and the limited fiscal capacity of municipalities mean that federal investments in infrastructure are essential. However, it is vital that this spending, which amounts to tens of billions of dollars, be strategic and effective—it must fund the right infrastructure, in the right places, and built in the right way.

Thus, the Government of Canada needs to ensure that its infrastructure investments are part of an overall strategy, are based on sound planning decisions, and have demonstrable benefits such as a better quality of life, an increase in productivity or a generation of revenues. It needs to reduce the number and complexity of its programs, incorporate lessons learned from previous infrastructure programs, increase the flexibility of application-based programs, and ensure that provinces and territories respect municipal priorities.

As the Government of Canada moves forward with its multi-billion dollar infrastructure plan, the committee will be monitoring how it spends funds on transit and green, social, and trade infrastructure, as well as the governance model for a new infrastructure bank.

When it is done well, infrastructure can create lasting benefits by building healthy communities, enhancing prosperity and productivity, and also laying the foundation for the future.

⁴² Department of Finance Canada, [Fall Economic Statement 2016](#), Ottawa, November 2016, p. 26.

APPENDIX A – WITNESSES TESTIMONY

Canadian Chamber of Commerce

Ryan Greer, Director, Transportation and Infrastructure Policy
(2016-10-04)

C.D. Howe Institute

Benjamin Dachis, Associate Director, Research
(2016-10-04)

City of Calgary

Chima Nkemdirim, Chief of Staff, Mayor's Office
Brad Stevens, Deputy City Manager
(2016-10-19)

City of Edmonton

Don Iveson, Mayor
(2016-10-19)

City of Fredericton

Michael O'Brien, Mayor
(2016-10-18)

City of London

Matt Brown, Mayor
(2016-10-19)

City of St. John's

Dennis O'Keefe, Mayor
(2016-10-18)

City of Vancouver

Jerry Dobrovolny, General Manager of Engineering Services
Patrice Impey, Chief Financial Officer
(2016-10-19)

City of Victoria

Jason Johnson, City Manager
Susanne Thompson, Director of Finance
(2016-10-18)

City of Winnipeg

Georges Chartier, Chief Asset and Project Management Officer
Doug McNeil, Chief Administrative Officer (2016-10-18)

City of Yellowknife

Mark Heyck, Mayor
(2016-10-19)

Champagne, Éric, University of Ottawa

(2016-05-10)

Commissioner of the Environment and Sustainable Development

Julie Gelfand, Commissioner of the Environment and Sustainable Development
Kimberley Leach, Principal
(2016-10-05)

Conference Board of Canada

Glen Hodgson, Senior Vice-President and Chief Economist
(2016-05-11)

Dahlby, Bev, University of Calgary

(2016-05-10)

Federation of Canadian Municipalities

Brock Carlton, Chief Executive Officer
Clark Somerville, First Vice President
(2016-05-11)

Infrastructure Canada

Darlene Boileau, Assistant Deputy Minister, Corporate Services
Marc Fortin, Assistant Deputy Minister, Program Operations
Yazmine Laroche, Associate Deputy Minister
Jeff Moore, Assistant Deputy Minister, Policy and Communications
Jean-François Tremblay, Deputy Minister
(2016-05-04)

Darlene Boileau, Assistant Deputy Minister, Corporate Services
Marc Fortin, Assistant Deputy Minister, Program Operations
(2016-11-16)

Infrastructure Ontario

Bert Clark, President and CEO
(2016-10-05)

Law, John, President and CEO, Lawmark International

(2016-10-04)

Office of the Parliamentary Budget Officer

Mostafa Askari, Assistant Parliamentary Budget Officer
Jean-Denis Fréchette, Parliamentary Budget Officer
Jason Jacques, Director, Economic and Fiscal Analysis
Chris Matier, Senior Director, Economic and Fiscal Analysis and Forecasting
Peter Weltman, Senior Director, Costing and Program Analysis
(2016-10-05) (2017-02-07)

The Honourable Amarjeet Sohi, P.C., M.P., Minister of Infrastructure and Communities

(2016-05-04)

Stoney, Christopher, Carleton University

(2016-05-10)

APPENDIX B – WRITTEN SUBMISSIONS RECEIVED BY THE COMMITTEE

City of Calgary

City of Fredericton

City of St. John's

City of Vancouver

City of Victoria

City of Winnipeg

Canadian Airports Council

Canadian Public Works Association

APPENDIX C – BUDGET 2016 INFRASTRUCTURE INVESTMENTS

(\$millions)*	16-17	17-18	18-19	19-20	20-21	Total	Responsible Department
Public Transit - Phase 1							
Public Transit Infrastructure Fund	852	1,696	852	-	-	3,400	INFC
Green Infrastructure - Phase 1							
Green Infrastructure Projects Aligned with the Pan-Canadian Framework on Clean Growth and Climate Change	19	59	9	9	9	105	
Adapting to Climate Change Impacts - Building Design Guides and Codes	4	9	9	9	9	40	INFC (through the National Research Council)
Investing in Electric Vehicle and Alternative Transportation Fuels Infrastructure	14	49	-	-	-	63	NRCan
Advancing Regional Electricity Cooperation	1	2	-	-	-	3	NRCan
Adaptation and Climate Resilient Infrastructure	24	70	90	138	91	413	
Lake Manitoba and Lake St. Martin Outlet Channels Project	12	31	50	95	48	236	INFC
Lions Gate Wastewater Treatment Plant	12	40	40	43	44	178	INFC
Supporting Municipalities: Climate Change and Green Projects	75	125	-	-	-	200	
Building Capacity in Municipalities to Address Climate Change	75	-	-	-	-	75	INFC (through the FCM)
Funding Innovative Green Municipal Projects	-	125	-	-	-	125	NRCan and ECCC (through the FCM)
Community Capacity for Asset Management	50	-	-	-	-	50	INFC (through the FCM)
Clean Water and Wastewater Fund	501	959	501	39	-	2,000	INFC
Water, Wastewater and Waste Management Infrastructure for First Nations Communities	311	418	498	504	511	2,243	
Strengthening On Reserve Water and Wastewater Infrastructure	296	322	401	405	410	1,834	INAC
Addressing Waste Management for First Nations Communities	15	96	98	99	101	409	INAC
Subtotal - Green Infrastructure	980	1,631	1,098	690	611	5,010	
Social Infrastructure - Phase 1							
Affordable Housing	980	501	-	-	-	1,481	
Doubling the Investment in Affordable Housing Initiative	262	243	-	-	-	504	ESDC
Increasing Affordable Housing for Seniors	100	100	-	-	-	201	ESDC
Supporting Energy and Water Efficiency Retrofits and Renovations to Existing Social Housing	500	74	-	-	-	574	ESDC
Supporting Shelters for Victims of Violence	60	30	-	-	-	90	ESDC
Tackling Homelessness	58	54	-	-	-	112	ESDC
Supporting Early Learning and Child Care	-	400	-	-	-	400	ESDC
Cultural and Recreational	171	171	-	-	-	342	
Investing in Cultural and Recreational Infrastructure	159	159	-	-	-	318	PCH, ISED (flowed through the Regional Development Agencies)
Improving Community Accessibility	2	2	-	-	-	4	PCH
National Historic Sites	10	10	-	-	-	20	PCH
Social Infrastructure Investments in First Nations Communities	503	607	53	36	20	1,219	
Improving Housing in First Nations Communities	277	277	-	-	-	554	INAC, ESDC (through CMHC)
Supporting Northern and Inuit housing	76	102	-	-	-	178	ESDC (through CMHC)
Providing Safe Shelter for Victims of Violence—Renovation and New Construction	4	4	3	-	-	10	ESDC (through CMHC)
Supporting early learning and child care	29	100	-	-	-	129	HC, ESDC
Investing in Cultural and Recreational Infrastructure	35	42	-	-	-	77	INAC
Improving Community Health Care Facilities On Reserve	82	82	50	36	20	270	HC
Subtotal - Social Infrastructure	1,653	1,679	53	36	20	3,442	
Phase 1 of Canada's New Infrastructure Plan - Total Announcements*	3,485	5,006	2,003	726	631	11,852	

Additional Infrastructure Investments in Budget 2016**						
Strategic Infrastructure Investments at Post-Secondary	500	1,250	250	-	-	2,000 ISED
Revitalizing Federal Public Infrastructure Across Canada (cash)	920	1,786	269	197	191	3,363 Multiple departments**
Investments in Rural Broadband	6	81	253	108	52	500 ISED
Total	1,426	3,117	2775	1031	874	17,714

*Totals may not add due to rounding

**Responsible departments to be confirmed by the Department of Finance. Includes investments in Parks, small craft harbour,s, federal contaminated sites, federal laboratories, museums and galleries, Coast Guard bases, airports and ferries, federal buildings, border infrastructure, and military housing.

Note: Totals in years 3-5 do not include Phase 2 investments

INFC Infrastructure Canada
 NRCan Natural Resources Canada
 ECCC Environment and Climate Change Canada
 INAC Indigenous and Northern Affairs Canada
 ESDC Employment and Social Development Canada
 PCH Heritage Canada
 ISED Industry, Science, and Economic Development
 HC Health Canada
 CMHC Canada Mortgage and Housing Corporation
 FCM Federation of Canadian Municipalities

Source: Table provided to the committee by Infrastructure Canada