

POLICY IN PLACE: MODELS FOR FEDERAL-PROVINCIAL-MUNICIPAL COLLABORATION

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THEMES

New Era of Tri-lateral Policy in Federalism?

- 1. Why: Place Matters
- 2. What: Federal/Provincial/Municipal Policy Collaboration
- 3. Where: Site-specific and Sector-oriented
- 4. How: Place-based Federalism
- 5. When: Building Back Better

PLACE MATTERS

COVID-19 crisis starkly reveals place-based realities:

- Spatialized Twin Crisis: Disproportionate health and economic impacts in urban neighbourhoods where inequities of race, class, services intersect ("neighbourhoods with the wrong kind of density")
- Significance of Municipalities: As partners implementing/enforcing regulations and as communitybased innovators
- 3. Dysfunctionalities in Federalism: Front-line governments without sufficient voice, revenues, tools to meet responsibilities/expectations in complex policy fields

PUBLIC POLICY IMPLICATIONS

International Policy Authorities taking stock:

UN-HABITAT: "Coordination between the national, subnational and local governments is the first step of an effective response."

World Economic Forum: "Cities will survive – and with the right multistakeholder leadership and strategic planning, they will thrive. This will require collaboration between businesses, governments and civil society to meet the ongoing challenges of COVID-19 crisis and planning in post-pandemic world."

OECD: "Managing COVID-19 differentiated impact requires a degree of flexibility to allow for territorial responses that are place-based and adapted to the most pressing needs and preparedness of specific localities ... introduce, activate or reorient existing multi-level coordination bodies in order to minimize the risk of a fragmented response."

What about Canada

HIGHLY URBANIZED, DECENTRALIZED AND ... DISCONNECTED?

COVID-19 opening Collaborative Policy Window

- Federal Fall Economic Statement: "Collaboration between different orders of government has been a keystone of Canada's approach."
- **City of Toronto:** "Moving beyond pre-pandemic ways of working, in greater collaboration."
- Mayor of Victoria: "A new way of working together, deepening collaboration and we won't be able to turn back."
- Inter-governmental Odd Couple: Ford-Freeland "We are all communicating constantly. I mean constantly."

Upshot? Window opening but how to jump through?

POLICY IN PLACE: REVISITING CANADA'S TRI-LEVEL AGREEMENTS

Profiles of five agreements/models over four decades:

- Site-specific (vulnerable neighbourhoods) and Sector-oriented (wicked problems)
- 2. Origins, Governance, Projects, Achievements
- **3.** Framework for "Place-based Federalism"
- 4. Six Principles of Tri-lateral Policy Practice

SITE-SPECIFIC TRI-LATERALISM

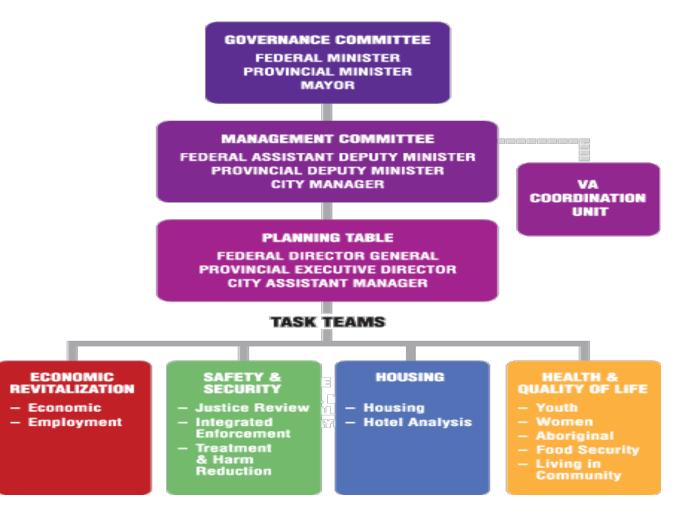
URBAN DEVELOPMENT AGREEMENTS:

Winnipeg (4) 1981-2009, Vancouver (2) 2000-2010, Victoria/Edmonton 2004-05, and almost Toronto 2005

- Origins: Municipal/Community push with Federal RDA champion
- Scale: Targeted inner-city neighbourhoods in metro-wide governance/policy vision
- **Coordination:** Nested federal, provincial, municipal political, administrative, operational committees with small secretariat and store-front presence
- Funding: Winnipeg large scale, equal contributions, private sector partnerships for infrastructure investments; Vancouver – modest scale, weighted contributions, private sector contributions for pilot projects
- Implementation: Tri-lateral sign-off; government-community task teams; clear jurisdictional leads on place-specific priorities

SITE-SPECIFIC MODEL: UDA VANCOUVER

VANCOUVER AGREEMENT STRUCTURE



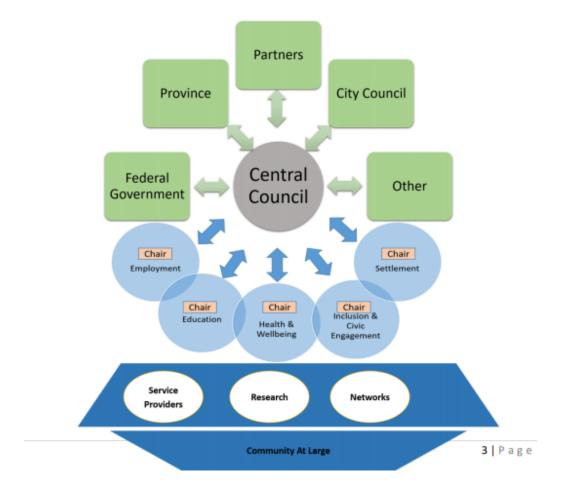
SECTOR-ORIENTED TRI-LATERALISM

COMPLEX POLICY COLLABORATIONS 2000-2020:

Homelessness, Immigrant Settlement, Gas Tax Fund

- **Origins:** Municipal/Community push with Federal Ministerial champions by sector (e.g. Claudette Bradshaw, John Godfrey)
- Scale: Pan-Canadian coverage of multiple "cities and communities"
- **Coordination:** Devolved federal-local partnerships with provincial engagement on municipal/community plans, role for municipal associations
- **Funding:** Federal funding of partnerships/projects with variable provincial/municipal contributions
- Implementation: Municipal-community action plans aligned with federal inclusion/sustainability objectives and provincial support

SECTOR-ORIENTED MODEL: IMMIGRANT SETTLEMENT LONDON



FIVE LESSONS (PROMISING)

- Alignment: "Vertical and Horizontal" e.g. Vancouver 44 government agencies; Winnipeg – 30 programs, 1000 projects
- 2. Bottom-Up: E.g. Vancouver's Four Pillars Coalition and Integrated Neighbourhood Team
- **3. Holistic:** Physical and social, place and people "Revitalization without Displacement"
- 4. Accountability: Five-year cycles with renewals tied to evaluations and community feedback
- Spin-offs: E.g. Winnipeg's Development Corporations and Neighbourhood Centres; Vancouver's Safe Injection Site and Community Benefit Agreements

FIVE LESSONS (PROBLEMATIC)

- 1. **Community:** Inconsistent engagement, limited in agreement governance, stronger in project implementation
- 2. Political: Key initial champions but government change at any level means uncertainty (e.g. end UDAs in 2006, yet start LIPs, expand HPS, embed GTF)
- 3. Administration: Incentives to collaborate "down the line", central agency support, so not "managing off-side-of-the desk"
- 4. **Funding:** Sufficient to drive transformation and avoid unfunded local mandates?
- 5. Scaling-up: Site and sector remain "parallel tracks", how to translate pilots into policy and transfer knowledge/practices?

NOT A POLICY PANACEA BUT VALUABLE ADDITION TO THE TOOL-KIT

Reflection from official in Winnipeg UDAs

1. "Breadth of issues determines that no single level of government has the capacity to individually succeed."

2. "Therefore the three levels of government have seen the benefit of government pooling resources."

3. "Not perfect and not always in lock step, but these relationships certainly beat the alternative."

Doug Kalciscs: "Lessons from the West for Toronto," UDA Forum, 2004.

SIDEBAR: TORONTO'S STRONG NEIGHBOURHOOD TASK FORCE

Notable tri-lateralism: Research, convening, reporting 2004-05 GT United Way/City of Toronto with Federal/Provincial support

- Ground breaking: Poverty by Postal Code on inner suburbs, Cracks in the Foundation on service gaps
- Ground breaking: "Tri-lateral Agreement for City of Toronto with Inter-Governmental Table" to implement subsidiary agreements

Recommendation One: "The three orders of government enter into a five-year renewable agreement to implement the Toronto Strong Neighbourhoods Strategy, and commit senior elected representatives to establish the Inter-Governmental Table as the first action"

Agreement negotiated in December 2005 – "First Focus: Regent Park Revitalization" but never implemented

TOWARDS PLACE-BASED FEDERALISM

It has (often) been said ...

about vulnerable neighbourhoods "Canada needs to catch up with other countries on issues of place" (Harcourt Committee 2006)

about complex files Canadian Federalism "in dire need of new ideas" (Professor Carey Doberstein 2012)

about tri-lateral agreements

Canada's "case-by-case approach lacks a coherent, integrated body of policies and guidance to design governance and management arrangements" (Auditor General of Canada 2005)

TOWARDS PLACE-BASED FEDERALISM

40 years of tri-lateral policy experience into ...

Canadian Inter-governmental Table for Tri-lateral Policy

- Establish criteria for entering and protocols for negotiating
- Identify viable site/sector agreements
- Designate government leads, clarify "tri-lateral division of labour"
- Ensure community/neighbourhood input and involvement
- Evaluate results, policy transfer, foresight intelligence

If "place matters more" then supplement existing bi-lateral (cooperative) or unilateral (open) federalism with tri-lateral place-based pathway

BUILDING BACK BETTER: TWO TRI-LATERAL OPPORTUNITIES

COVID-19 Twin Crisis in Vulnerable Neighbourhoods

Disproportionate health and economic impacts in similar places across Canadian cities; racialized communities historically underserved, in urgent need of large-scale, long-term, targeted investments

Municipal/community networks "in place" with multi-faceted agendas

Climate Change Crisis on Municipal Front Lines

Municipalities as *sites* of weather events, GHG emissions, waste management, greenspace and watersheds and *spaces* where green infrastructure, environmental regulation, sustainable planning intersect

Municipal/community sustainability plans "in place" with targets

COLLABORATIVE POLICY WINDOWS?

Build Back Better programs rolling out with varying "leads" where trilateral coordination could help

- 1. Federal: Regional Relief Recovery Funds (\$2 billion through 6 RDAs)
- 2. **Provincial**: Stronger BC Community Economic Recovery Infrastructure Program (\$90 million for community economic resilience, tourism, heritage, and urban and rural economic development projects)
- 3. **Business:** RBC with provincial/municipal chambers of commerce Canada United Small Business Relief Fund (\$14 million federal contribution)
- 4. **Community:** Social Innovations transitioning in-person programs online for community empowerment (*Imagine Canada* inventory)

IN A NUTSHELL ..

Policy in Place "Six Principles of Tri-lateral Practice"

- 1. Clarify mission: Collaboration is the missing ingredient
- 2. Conduct readiness test: Champions and capacity
- 3. Take intelligent risks: Join-up for the hardest problems
- 4. Scale innovations: Pilots/demonstrations into policy
- 5. Plan for transitions: Spin-offs, no unfunded mandates
- 6. Forge learning networks: Capture what works where