

Renewed Intergovernmental Strategy

Vision, Principles and Objectives

Intergovernmental relations are critical to advance and secure the City's funding, policy and legislative priorities. The City Manager's October 2020 Recovery report introduced the vision of a renewed intergovernmental strategy to support recovery, namely the need to work towards outcomes shared with other governments, collaborate with and across all governments and community, and be regionally sensitive.

The City Manager's recovery update in December 2020 noted that the City's intergovernmental success early and throughout the pandemic was achieved as a result of a principled approach, namely that the City had 'one voice', leveraged its partnerships with other governments, the region and strategic municipal networks, was supported by community and stakeholders, and was focussed on the outcome of continued emergency response. The City's principled approach was noted as important to continue into recovery. Both have been refined and are summarized below.

Vision	Principles
Outcomes focussed in our discussions with other governments on shared priorities	<div> One Voice Speak with one aligned voice on a common position, developed through robust collaboration and dialogue across Mayor, Council and the Toronto Public Service. </div>
Collaborative across and within all governments through a “whole of governments” approach	<div> Outcome Focus Primarily and proactively focus on long-term positive outcomes for residents/businesses and take a 'whole of governments' approach when seeking out areas for joint-collaboration. </div>
Collaborative with external partners, stakeholders and community through a “whole of community” approach	<div> Collaborative Engage, seek input, identify allies and build coalitions with the community, external partners, peer cities and strategic alliances. </div>
Regionally sensitive	<div> Regionally sensitive Consider and integrate as appropriate a regional lens (its perspectives and desired outcomes) as part of any advocacy. </div>
	<div> Open, Transparent and forthcoming Including undertaking proactive consultation on planned City policies and programs. </div>
	<div> Mutual respect Be sensitive to the mandates, jurisdiction, authority, interests and decision making processes of other governments, while seeking to influence positive changes for Toronto. </div>

Attachment 4

As a result of City Council's October direction, the City Manager's Office initiated work to renew the City's intergovernmental strategy. The goal of a renewed strategy is a coordinated, unified approach to advocate to all levels of government to achieve the City's strategic objectives.

This exercise has created the opportunity to examine the way the City approaches intergovernmental relations from the bottom up, which has previously not been undertaken on a regular basis, and to do so in the context of key themes and issues raised for recovery. This work began with taking stock of existing practices, inventorying requests, tables, intergovernmental relationships and partnerships, comparing structure and approaches against peer cities and federal and provincial governments, and identifying the foundational pillars that can drive coordination and alignment to inform the strategy and future actions.

As this work was undertaken City staff continued to support ongoing advocacy and advancing conversations with other governments, cities, regional counterparts, and stakeholders to build the networks and relationships to support recovery. Further details on this dialogue and current status is outline below in section E. Update on Current Relationships and IG Discussions.

A. Setting the Context: The role of intergovernmental relations and how governments work together

Intergovernmental Relations in Canada

As noted in previous reports from the City Manager, intergovernmental relationships are critical for the City's success. The efforts and effectiveness of this work directly links to meeting strategic priorities and ultimately the mandates provided by the people to Council.

Federal and provincial intergovernmental relations operate in well-established structures and frameworks that facilitate dialogue and cooperation. Within the context of constitutional division of powers, this includes long-standing agreements and transfer payments, and various voluntary but long-standing tables that routinely bring together elected officials and staff from these governments (from First Ministers down to program level staff). An additional feature is relatively clear government mandates and agenda and a well-resourced, centralized and disciplined bureaucracy which drives towards government objectives. Included in this bureaucracy are central authorities (i.e. Cabinet Office, Treasury Board) that have significant authority over which intergovernmental requests come forward (usually in the context of policy development) and are able to set the focus of the government's intergovernmental dialogue. Each Minister also has an intergovernmental mandate, with dedicated units within each ministry/department that support and advance intergovernmental dialogue and collaboration within their areas of expertise/authority including via the agreements and tables.

Attachment 4

Municipal governments are the jurisdiction of provinces, and as a result of shared mandates, have structures and agreements that facilitate provincial-municipal intergovernmental dialogue. These relationships are largely dictated and/or determined by provinces, though structural arrangements (such as the City of Toronto Act, service delivery tables, etc.) that provide mechanisms for close collaboration. Direct relationships between municipal governments and the Government of Canada exist but are limited and are typically based on funding agreements that are often time limited. Tri-governmental relationships between federal-provincial-municipal governments also exist. In Ontario, legislation outlines the role of Council including the ability to exercise powers of the municipality and the role of Head of Council which includes providing leadership to Council and acting as the representative of the municipality in their capacity as Chief Executive Officer. Administrative structures, including statutory positions, exist to serve the will of Council.

This dynamic sets the context and informs Toronto's intergovernmental approach, including roles and responsibilities within the City, the requests being made, how issues are actioned and resourced, and the structures in place to facilitate intergovernmental dialogue.

Intergovernmental Roles and Responsibilities at the City – Council and Staff

Effective intergovernmental relations require co-operation and collaboration across and between the City and its officials, including Council and staff.

City Council determines the City's requests of other governments through its directions. As Head of Council, the Mayor leads intergovernmental relations and issues on behalf of City Council. Individual City Councillors also engage intergovernmentally, including on behalf of the City through appointments to strategic intergovernmental networks (such as the Federation of Canadian Municipalities), as a result of their appointments (such as to agencies, corporations or external bodies), and through direct dialogue with other elected officials (including Members of Provincial Parliament/Members of Parliament, including to discuss local issues). City staff across the organization support such political-to-political engagement (including political staff to political staff).

Within the City administration, intergovernmental relations are led corporately by the City Manager and senior leadership team and Division Heads and their offices which ensure horizontal alignment. Corporate engagement includes dialogue with senior leaders in other governments to advance strategic priorities, participation in various tables, and support for political networks. The Intergovernmental and Agency Relations unit in the City Manager's Office serves to advance corporate funding, policy and legislative priorities while facilitating and supporting horizontal alignment. Horizontal alignment is also facilitated by divisions which have corporate mandates (including the Indigenous Affairs Office, Strategic Communications and various divisions within Finance and Treasury Services) and by divisions which drive corporate-wide strategies, initiatives and policy processes.

All divisions are expected to build intergovernmental partnerships at a program level, including engaging other governments via federal/provincial consultations and

Attachment 4

proactively as a part of the City's policy development process. The policy development process led by divisions also routinely includes gathering intergovernmental perspectives from agencies, corporations, key stakeholders and community that can serve as a key input into the City's requests and advocacy efforts. Agencies and corporations also play an intergovernmental role identifying their own needs and work collaboratively with the City to advance them.

City Intergovernmental Requests

The City's intergovernmental activities are driven by City Council direction. These requests of other governments could be proactive or reactive, and are typically associated with the City's strategies, policies and programming. Specifically, requests are initiated through staff reports, motions at Committee and/or Council, and also through notices of motion and motions without notice at City Council. All of City Council's Standing Committees consider intergovernmental requests as a part of their policy mandates, though intergovernmental relations is an explicit mandate of the Executive Committee. Executive Committee's mandate on intergovernmental relations is described in Toronto Municipal Code, Chapter 27, Council Procedures, Appendix B, Section 1. "The Executive Committee's mandate is to monitor and make recommendations on the priorities, plans, international and intergovernmental relations, and the financial integrity of the City." Within City Council direction, City staff may also initiate or engage in intergovernmental discussions on technical matters as they arise, often to overcome barriers that prevent implementation of Council decisions.

As part of the taking stock exercise, City staff undertook an examination of intergovernmental requests from the beginning of the term (December 4, 2018) to the end of 2020 to understand the breadth and nature of requests to each government, how they were initiated, and alignment with themes related to the Corporate Strategic Plan (equity, people and neighbourhoods, financial sustainability, a well-run City, housing, mobility and climate action). Any requests that were largely operational or transactional in nature (e.g. execution of a funding agreement, etc.) were excluded from the count. A preliminary review indicates that many requests remain in 'progress' as many are significant and/or multi-year (i.e. such as funding the 10-year *HousingTO Action Plan*) and which require ongoing intergovernmental engagement to be achieved (often with incremental success). Work is ongoing to improve this type of tracking and analysis in the context of transparency/reporting going forward (see additional details in section C. The Pillars of the Strategy).

Over two years City Council made 428 requests of other governments (an average of 17 requests per Council meeting) in consideration of 197 separate items.

- Approximately 78% of requests were to the Province, 11% Federal, and 11% were joint.

Attachment 4

- Of the items considered by Council which included intergovernmental requests, almost half (44%) focussed on people and neighbourhoods, followed by housing (19%) and mobility/infrastructure (15%). A smaller number of requests were made related to financial sustainability, climate change and resilience and modernizing municipal services.
- 43% of requests were initiated through a Staff report, while 31% were as a result of motions tabled during debates at Committee/Council, and 23% were through Member Motions or items originated through Letters from Mayor/Council. 2% of requests originated from agency boards and advisory committees.

Year	No. of Council Meetings	No. of Items Considered	No. of Requests			Total
			Provincial	Federal	Both	
December 2018 & 2019	13	1810	187	34	17	238
2020	12	1326	146	13	31	190
Total	25	3136	333	47	48	428

The data illustrates the decentralized model where intergovernmental requests come from many places, and that there is potential to improve coordination and alignment and provide increased intergovernmental support.

Council directions range from general requests (such as to expand federal and provincial funding for mental health services, or an intergovernmental request to support an overall City strategy which may contain further details) to very specific requests that advance particular projects/initiatives (such as a specific level of funding required for a certain number of supportive housing units).

The requests of other governments do not necessarily indicate which issues are 'priorities' for intergovernmental relations or the resources that are attached to intergovernmental work; rather they follow the City's relationships (i.e. deep relationships with the Province), are reflective of needs identified as a result of the City's strategies, policies and programs, and mirror the nature of items considered by City Council through its deliberations (including, in this case COVID-19 responses). For example, City Council reviewed several items related to transit expansion and intergovernmental funding from the Investing in Canada Infrastructure Plan which is critical for project advancement.

Generally a large component of intergovernmental work at the City is focused on responding to changes in the external environment, including changes to federal and provincial legislation, regulation, policy and/or programming necessitate engagement. This response may often be classified as 'reactive' as engagement is within the parameters set out by other governments, however changes may also provide opportunities to proactively advance City requests and identify areas for new and mutually beneficial collaboration between governments.

Attachment 4

How the City Actions and Resources Intergovernmental Requests

All intergovernmental requests made by Council are communicated to other governments either by the Clerk, Mayor, or City staff as directed or as appropriate. The City has direct engagement with other governments through various mechanisms such as letters, meetings/briefings, formal submissions, agreements and tables. Indirect engagement occurs through public reports, strategic networks and partnerships, professional/sectorial associations and through the media.

As issues are advanced politically, Mayor and/or Councillors are provided with intergovernmental support from City staff. The amount of follow-up on intergovernmental requests from a staff-to-staff perspective is driven by the priorities set by City Council and is informed by senior leadership direction, the issue at hand, alignment with other requests/ongoing work including external partnerships, forums available for dialogue, and the federal and provincial policy landscape including responding to a changing environment and seizing any possible opportunities that may be available.

This ultimately is meant to ensure that requests are advanced by staff in a manner and at a time that will have the most success while also supporting an ongoing goal of building sustainable relationships with bureaucracies in other governments. For example, City Council intergovernmental requests in areas of shared provincial-municipal mandate are regularly time sensitive, high impact to City operations, and can be conveyed via service delivery tables and intergovernmental relationships and partnerships that already exist. Others may require further work including to identify appropriate federal and/or provincial pathways and to build new relationships. It is important to note that staff must review all requests made by City Council to determine how best to advance them giving consideration to timing, resources, competing priorities and alignment across issues, governments and direction.

Intergovernmental Tables & Agreements

The City is party to a number of staff to staff tables with other governments, which drive ongoing dialogue and serve to compliment political to political discussions. At the staff level these range from tri-governmental relationships such as the Intergovernmental Steering Committee related to the Toronto Waterfront Revitalization Initiative and the Canada-Ontario-Toronto Memorandum of Understanding on Immigration, to bilateral tables with the Province such as the Provincial Municipal Social Assistance and Employment Committee, and with the Government of Canada such as tables initiated to oversee federal funding received directly by the City. City divisions also have tables and agreements with other municipalities in the region and across Canada. Tables have clear mandates and objectives, set out in agreements and Terms of References, and provide formal mechanisms for collaboration in areas of mutual interest.

Attachment 4

The Toronto-Ontario Cooperation and Consultation Agreement (T-OCCA) is intended to operationalize the principle endorsed in the City of Toronto Act that "it is in the best interests of the Province and the City to work together in a relationship based on mutual respect, consultation and co-operation". First signed in 2008 and renewed several times since by successive governments, most recently in 2019, T-OCCA is the first formal agreement of its kind between a province and a municipality in Canada. Through T-OCCA, the Province and the City agree to confidentially consult on broad policy matters of mutual interest and to identify the potential significant financial or policy impacts of proposed changes in legislation, regulations, resolutions or by-laws. The two governments also agree to consult each other on proposed agreements with and initiatives involving the Government of Canada, or other governments on matters that have a direct impact on the City or Province.

Ultimately, T-OCCA is meant to foster earlier, more consistent and substantive consultation that helps the Province and the City achieve mutual objectives and make more informed decisions. T-OCCA is routinely used for staff-to-staff discussions though it may also be used for political meetings (though is not required). Issues discussed range from strategic, long-term and high impact topics to smaller scale issues including those related to provincial legislation/regulations or City initiatives. Many of these smaller scale issues are time sensitive as engagement via T-OCCA is a part of a much larger provincial policy development process.

Strategic Networks

City officials, elected and staff, also undertake intergovernmental activities through intergovernmental alliances with other cities or strategic networks. Intergovernmental partnerships provide a forum for collective action and are another lever available to advance City requests. As with staff-to-staff engagement with other governments, City staff identify opportunities as they arise and support political engagement as requested.

Key political networks include the federally focussed Big City Mayors Caucus/Federation of Canadian Municipalities, and provincially focussed Ontario Big City Mayors and Greater Toronto and Hamilton Area Mayors and Chairs. Senior staff networks include the Regional and Single Tier Chief Administrative Officers and Chief Financial Officers, the Ontario Municipal Social Services Association, and others. The City Manager and Senior Leadership Team continues to advance such partnerships in the context of recovery.

B. Internal Alignment as a Foundation of a Renewed Intergovernmental Strategy

In addition to the leadership of the Mayor on behalf of City Council and the horizontal alignment driven by senior leadership and the City Manager's Office, the City's approach to intergovernmental relations is largely decentralized with many intergovernmental requests and many actors advancing these requests. This approach is largely by design as it encourages active participation from across the organization and allows for flexibility and responsiveness as issues arise, however it requires deliberate attention and resources that help work towards alignment and coordination.

Attachment 4

The City's approach and experience is not unique when compared to peer cities. A survey of five other big cities with formal intergovernmental functions was undertaken to identify roles, responsibilities and organizational structures. Most cities have Mayor led advocacy on the political side and City Manager led on the staff side, with intergovernmental units supporting internal coordination. This survey has identified that to a certain degree, there are common challenges in prioritizing requests, ensuring alignment between and support for elected officials and staff, and in aligning and advancing intergovernmental requests. This is particularly the case in Toronto where the experience is further magnified as a result of the size of our government. Much of this is a function of how municipal governments are organized and the challenges of operating in outdated intergovernmental structures that on the whole do not facilitate integrated dialogue between all orders of government.

Regardless of the issues that may be discussed in recovery, a renewed intergovernmental strategy will rely on a coordinated approach. Internal alignment is fundamental and must be a focus as we work towards effective intergovernmental conversations related to recovery.

The taking stock exercise pointed to a number of objectives that need to underpin a renewed intergovernmental strategy to advance intergovernmental priority issues:

- A Common Understanding – of intergovernmental vision, principles and objectives.
- Focussed Direction – a clear set of priorities and intended outcomes.
- An "All Hands on Deck" approach – where everyone plays a role, with clear and appropriate roles/responsibilities.
- A Network of Allies – community, stakeholders, and alliances that inform and advance intergovernmental outcomes.
- Transparency & Reporting – regular reporting on steps taken to advance requests and on outcomes.
- Central Corporate Coordination – the City Manager's Office to implement the renewed strategy and actions and provide effective support and coordination to intergovernmental activities.
- Ongoing Reinforcement – effective tools that will, in an ongoing manner, support political and staff intergovernmental activity (policies, procedures, training, continued engagement, periodic reviews).

C. The Pillars of the Strategy

Underpinned by the vision, principles and objectives, the Strategy will include five pillars that will build on the existing context. Within these pillars additional work has also been identified the outcomes of which will inform updates of Strategy.

Pillar description and importance to a unified approach	Considerations and issues under review
Pillar 1 – Intergovernmental Roles & Responsibilities	
<ul style="list-style-type: none"> • Effective intergovernmental relations requires the City to leverage every actor and opportunity and to speak with 'one voice'. • Building on and reinforcing existing political and bureaucratic roles/responsibilities, we can establish optimal ways to work together. 	<ul style="list-style-type: none"> • Additional supports that may be required by Mayor and City Councillors to advance political engagement. • Identifying opportunities to advance staff level horizontal coordination and support for intergovernmental engagement. • Intergovernmental collaboration with agencies, corporations and the broader Toronto Public Service. • Opportunities for the City Manager's Office to further provide central, coordinated support and to promote the renewed strategy and implementation.
Pillar 2 – Priority Issues for Toronto and Aligning Shared Outcomes with Other Governments	
<ul style="list-style-type: none"> • City priority areas aligned with the Corporate Strategic Plan focusses energies and advocacy. • While issues change over time and a large amount of intergovernmental work is responding to actions of other governments, how the City makes intergovernmental decisions is important to ensure direction remains focussed. • Broadly the City's current priority issues for intergovernmental activity as set by City Council include (in no particular order): <ul style="list-style-type: none"> • Response to COVID-19 • Public Transit and Mobility • Housing and Homelessness • Equity • Climate Change and Resilience • Reconciliation • Infrastructure • Mental Health and Addictions • Long-term Care and Seniors • Early Learning and Child Care 	<ul style="list-style-type: none"> • Further examination on mechanisms to improve the City's own intergovernmental decision making (by both staff and Council) and on the way we action requests. This includes the examination of: <ul style="list-style-type: none"> • Supports required by divisions, including in developing intergovernmental requests as a part of their policy development processes. • Opportunities to do cyclical reviews of intergovernmental requests and staff advice. • Review of internal business processes and resources attached to intergovernmental work. • Governance and decision-making processes as it relates to intergovernmental requests.

Pillar description and importance to a unified approach	Considerations and issues under review
<ul style="list-style-type: none"> • Poverty Reduction, including Income and Social Supports • Police Reform and Community Safety • Newcomers and Refugees • Economic Development and Recovery • Digital Government and Services • Financial Sustainability 	
Pillar 3 – Intergovernmental Networks, Tables and Agreements	
<ul style="list-style-type: none"> • Intergovernmental networks, tables and agreements provide opportunities to inform the City's intergovernmental requests and for advocacy. • Work is ongoing to examine existing relationships across the City and how best to leverage them. 	<ul style="list-style-type: none"> • Map out and examine intergovernmental tables, relationships and partnerships including with agencies and corporations. • Identify staff program level tables that can be given additional support or coordination, as well as to identify gaps that may exist. • Identify opportunities to improve relationships with treaty/rights holders, in collaboration with the Indigenous Affairs Office. • Identify ways to enhance and further leverage key strategic networks.
Pillar 4 – Intergovernmental Partnerships with Community/Stakeholders ("Whole of Community")	
<ul style="list-style-type: none"> • Divisions, as part of their work, have robust partnerships with community and stakeholders that can inform intergovernmental relationships and requests, and support advocacy. 	<ul style="list-style-type: none"> • Identify additional supports that may be needed by divisions to build such intergovernmental partnerships. • Consider framework or principles to guide/inform advocacy and enhanced horizontal coordination to link intergovernmental partnerships across City.
Pillar 5 – Transparency and Accountability	
<ul style="list-style-type: none"> • Improved transparency can: <ul style="list-style-type: none"> • help ensure that all City actors have access to key information and are coordinated; • provide community and stakeholders with increased visibility of the City's intergovernmental work and needs; and 	<ul style="list-style-type: none"> • The City Manager's Office continues to review the best mechanisms and processes to develop and implement centralized regular reporting (in addition to existing ongoing reporting). Centralized reporting can include: <ul style="list-style-type: none"> • Roll-up summaries of federal and provincial updates/announcements (by issue).

Pillar description and importance to a unified approach	Considerations and issues under review
<ul style="list-style-type: none"> • ensure that other governments are recognised if and when they fulfil the needs of the City and ultimately the public. • Ongoing reporting through existing channels including staff reports will be continued. The work will focus on the value add of centralized, coordinated regular reporting. 	<ul style="list-style-type: none"> • Progress on advancing City requests and associated outcomes. • Activities of strategic intergovernmental networks, the City's involvement and contributions, and outcomes achieved. • Updates on intergovernmental partnerships with community/stakeholders • Intergovernmental funding committed and received.

Pillar 1 – Intergovernmental Roles & Responsibilities

Effective intergovernmental relations requires the City to leverage every actor and opportunity and to speak with 'one voice'. To do so, it is important to reinforce political and staff roles and responsibilities and clearly establish the optimal ways in which we can support each other and work together. The Strategy will build on the existing roles and responsibilities for the Mayor, Council, City Manager and senior staff, and Divisions, but also examine ways to further build effective cooperation and collaboration.

With a large portion of Council's intergovernmental requests being initiated through staff reports, divisional expertise in issue areas, and an expectation that everyone will be involved in intergovernmental relations, it is important to ensure that there is central, coordinated support where and when it is needed as part of the renewed approach.

Pillar 2 – Priority Issues for Toronto and Aligning Shared Outcomes with Other Governments

A streamlined and coordinated Strategy requires a succinct list of the City's priority issues in order to focus energies and advocacy. These issues change over time both as a result of City Council's decision making, but also based on the outcomes and priorities sought by Federal and Provincial governments. In the context of the vision and principles set out in previous City Manager reports, it is important to identify a path to shared outcomes.

As noted above a significant amount of intergovernmental work responds to the actions of other governments which may or may not fall within these priority areas. Further examination will be focussed on matters the City can control, namely the mechanisms that may be available to improve the City's own intergovernmental decision making related to how we action requests.

Pillar 3 – Intergovernmental Networks, Tables and Agreements

Attachment 4

For intergovernmental priority issue areas work has begun to examine existing intergovernmental tables, relationships and partnerships across the City to map out opportunities for collaboration and partnership, inform the City's policy positions and intergovernmental request.

Pillar 4 – Intergovernmental Partnerships with Community/Stakeholders ("Whole of Community")

Divisions, as part of their work, have robust partnerships with community and stakeholders to help inform City policy and programs and shape recommendations to Council. In many cases the City looks to these partnerships to inform intergovernmental relationships and advocacy. For example, engagement with small businesses and key sectors (arts, culture, hospitality, etc.) who have disproportionately been hit by the pandemic have informed requests for ongoing federal support. This also includes work to strengthen the City's relationship with Indigenous communities in and around Toronto and advancing reconciliation. Work will be undertaken to identify additional supports may be needed by divisions to build such intergovernmental partnerships. This may include a framework or principles to guide/inform advocacy and enhanced horizontal coordination to link intergovernmental partnerships across the City.

Pillar 5 – Transparency and Accountability

Key to the City's intergovernmental approach is a common understanding not only of requests, but of the actions that are being taken to advance them (process and outputs) and the results that are being achieved (outcomes). While many intergovernmental discussions are confidential, the default should be transparency as and if possible.

City Council is currently updated on intergovernmental relations in several different ways including through reports to Council, briefing notes and meetings. However, there is currently no centralized, coordinated approach to reporting.

Improved transparency can help ensure that all City actors at the program, corporate and political level have access to key information and are coordinated in their engagement with federal, provincial and regional partners to advance the City's intergovernmental priorities. Improved transparency also promotes a whole of community approach by providing community and stakeholders with increased visibility of the City's intergovernmental work and needs. Finally, transparency ensures that other governments are recognised when they fulfil the needs of the City and ultimately the public.

The continued practice of regular reporting on intergovernmental matters (through reports to Council and other mechanisms) has been identified as a critical element for a renewed intergovernmental strategy. The City Manager's Office has begun reviewing existing internal business practices, reporting by other governments, and consulting with divisions to identify the best options for regular reporting of intergovernmental activities.

D. Progress on a Tri-Government Recovery Table

In October, City Council directed the City Manager to "initiate dialogue with Federal, Provincial and Regional Officials to convene a strategic Federal-Provincial-Municipal Intergovernmental Table on recovery and renewal, to take a whole of governments approach to addressing the challenges of the COVID-19 pandemic and social determinants of health."

City officials, led by the City Manager, continue to engage federal, provincial and regional counterparts on shared recovery priorities and are identifying new ways of working together. As a result of City Council's direction, the City Manager engaged his counterparts in federal and provincial governments. While there is not yet a commitment to initiate a new intergovernmental table, there is an openness to further discuss ongoing collaboration.

It is important to note that changes in intergovernmental relationships requires diligent and methodological consensus building. Much of the work over the last three months has been focussed on working with other officials to incrementally but quickly build the case for collaboration and identify shared objectives. To better inform this work, City staff also conducted research to identify best practices related to tri-government and regional collaboration. At a high-level, best practices in intergovernmental relationships are consistent with the principles identified earlier in the report including the need for clear accountability and transparency, roles and responsibilities and the importance of intergovernmental stakeholders and partnerships.

This evolving dialogue has led to a number of separate but interrelated conversations that together are meant to advance the City and region's recovery. These efforts are in addition to the direct advocacy and relationship building that the City may do on its own.

E. Update on Current Relationships and Intergovernmental Discussions

City officials continue to engage federal, provincial and regional counterparts on emergency response and shared recovery priorities. An update is as follows:

a. Federal

Conversations at the federal level continue to focus on response and increasingly have taken on a recovery focus:

- **Big City Executive Partnership (BiCEP):** The City Manager, with his counterparts from the big six cities continue to share ongoing situations related to COVID-19 and recovery, engage senior staff at Federation of Canadian Municipalities, and to identify priority areas for collaboration amongst themselves and the federal government.

As reported to City Council in December, Toronto has led the discussion on digital government/broadband recognizing a common interest among cities in improving access and affordability for vulnerable communities. Other issues that

Attachment 4

have been discussed thus far include mental health/addictions and homelessness, economic recovery, fiscal health, and community safety.

- The Big City Mayors Caucus (BCMC) including Mayor Tory met with the Prime Minister, Cabinet Ministers, including the Deputy Prime Minister and Minister of Finance, and leaders of the Opposition the week of February 8, 2021. The Big City Mayors Caucus noted that cities are central partners in strong, nationwide recovery and in advance of the Federal Budget, communicated needs related to transit, housing, infrastructure and emergency operating costs.
- The Federation of Canadian Municipalities Board, including the City's six representatives on Federation of Canadian Municipalities, met the week of March 8, 2021 to discuss the continued emergency response and FCM's pre-budget recommendations to the federal government.
- A federal budget is expected this spring which will help inform the City's advocacy on priorities issues as noted above.

b. Provincial

Conversations at the provincial level continue to focus on COVID-19 response:

- The City Manager and senior leadership continue to engage at the Deputy Minister level to discuss both the emergency response and the emerging plans for recovery.
- Staff have also been meeting regularly with officials from the Province and Association of Municipalities of Ontario through the Provincial-Municipal Technical Working Group on Emergent Municipal Needs in Response to COVID-19, using this as a forum to discuss specific issues related to responding to the pandemic, and initiate a conversation about taking a "whole of communities" approach to recovery.
- The provincial budget is anticipated to be released on March 24, 2021 which will help inform the City's advocacy on priorities issues as noted above.

c. Regional

- Political tables such as Ontario Big City Mayors and the Greater Toronto and Hamilton Area Mayors and Chairs continue to be focussed on protecting public health, and the need to continue to support residents and businesses through the pandemic.
- *Regional Recovery Table.* The City Manager and the Senior Leadership Team continue to work with counterparts from municipalities in the Greater Toronto and Hamilton Area to identify and advance shared interests in the context of recovery and rebuild from COVID-19. Municipal members have voluntarily allied together to initiate this conversation. Given the impacts of COVID-19 on the region, there is emerging consensus among this staff alliance that key priorities for collaboration are transit, housing, digital infrastructure, municipal procurement and sustainable finance. Officials from the Government of Canada and Province of Ontario will be

Attachment 4

invited to discuss areas of mutual interest. Officials within other governments have been largely receptive to participating in regional discussions.

F. Modernized Municipal Relationships

As noted in *COVID-19: Impacts and Opportunities* report there is a need to "deepen relationships with the provincial and federal governments and begin meaningful and outcomes-based discussions on a prosperity agenda for municipalities."

Modernizing these relationships has been a long-standing municipal interest. A modern relationship could mean many things, including new tables, agreements and structures to promote further dialogue and understanding. In 2019, City Council asked the City Manager to examine options for the City of Toronto to have additional autonomy from senior levels of government, including a City Charter protected through a single-province constitutional amendment that provides authority over municipal issues. This work was paused with the onset of the COVID-19 pandemic, as City officials redirected urgent attention to the impacts of the pandemic. Subsequently, on November 27, 2020 a similar Member Motion for Council to request the Government of Canada to provide a mechanism for the City of Toronto and other municipal governments to establish a City Charter that provides authority over specific municipal issues including, but not limited to, the following: a. local public health; b. municipal elections and governance; c. financial matters; and d. land use planning and construction matters was not adopted by Council. The pandemic and the City's recovery strategy, however, has increased dialogue between all orders of government. The renewed intergovernmental strategy and ongoing efforts to modernize municipal relations, may serve as a strong foundation upon which to continue to explore issues of relative autonomy, jurisdiction or mandates to achieve shared recovery objectives across and between governments. One additional consideration that is increasingly part of this conversation, is the role of regional alliances and the role of regions in achieving broad recovery objectives and addressing critical determinants of health.

A key political actor in this dialogue is the Federation of Canadian Municipalities, which is recommending the need for the federal government to build municipal resilience as part of its post-COVID economic recovery plans "including steps required to modernize municipal finances and authorities, to align with local governments' contemporary role in Canadians' daily lives and national economy". At a staff level, the City Manager continues to engage in regular pan-Canadian dialogue with FCM and with city managers of six of Canada's biggest cities. An update is provided above in section E.

The discussion with other cities (both across Canada and regionally) is meant to create new avenues for staff to collaborate with federal and provincial governments, and to continue to build the case for long-term sustainable partnerships. The ability for municipalities to have new formal mechanisms of collaboration will ultimately depend on a national political consensus among all levels of government.

G. Advancing shared priorities for a strong recovery

The issues being discussed with other governments, big cities, and across the region echo many of the themes found in the *COVID-19: Impacts and Opportunities* report such as equity, social determinants of health, economic prosperity, infrastructure and mobility, climate action and resilience and city services. Focus at this time has been placed in areas where there is emerging consensus and are aligned with the City's intergovernmental priorities as noted above. As noted in previous reports, at the forefront of discussions will be an outcomes focus and an eye that all governments will need to re-balance roles, responsibilities and resources to achieve them.

As the pandemic has exposed societal vulnerabilities it is anticipated that federal and provincial governments (alone or together) will be exploring a number of other policy areas to address gaps in our social systems and create foundations for recovery. Based on public commitments to date, federal and/or provincial discussions will continue to occur in areas such as equity, reconciliation, inclusive economic recovery, income security, child care, health care and modernizing government services. Work is underway on many of these files across the City in line with recovery themes, the Corporate Strategic Plan and Council Direction, with updates included throughout this report.

As noted in previous City Manager reports many intergovernmental conversations are working well. They are ongoing as part of the City's ongoing policy process that engages community, stakeholders and other governments. For example, intergovernmental dialogue continues on the City's 24-month Housing and Homelessness Recovery Response Plan, and recent City Council direction to urgently seek provincial funds to activate supportive housing units coming online in 2021.

A renewed strategy will focus on areas that need improvement to achieve the desired outcomes for recovery. Accordingly, there is an opportunity for staff to leverage the ongoing work related to the pillars noted above to help the City participate in these emerging national conversations.