



City of
Saskatoon
Office of the City Clerk

222- 3rd Avenue North ph 306•975•3240
Saskatoon, SK S7K 0J5 fx 306•975•2784

January 23, 2014

His Worship Mayor D. Atchison
Councillor C. Clark
Councillor T. Davies
Councillor R. Donauer
Councillor D. Hill
Councillor A. Iwanchuk
Councillor Z. Jeffries
Councillor M. Loewen
Councillor P. Lorje
Councillor E. Olason
Councillor T. Paulsen

Dear Committee Members:

**NOTICE OF MEETING
EXECUTIVE COMMITTEE**

Please take note of the following meeting of the above-noted Committee:

DATE: MONDAY, JANUARY 27, 2014
TIME: 1:00 P.M.
PLACE: COMMITTEE ROOM "A"

A copy of the agenda is attached.

Please notify the City Clerk's Office in advance of the meeting if you are unable to attend.

Yours truly,


Joanne Sproule
City Clerk

JS:jh

Attachment

cc: City Manager
City Solicitor (3)
Director of Government Relations
Fire Chief
Director of Media Relations

General Manager, Asset & Financial Management Department
General Manager, Community Services Department
General Manager, Corporate Performance Department
General Manager, Transportation & Utilities Department

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A G E N D A

(OPEN TO THE PUBLIC)

EXECUTIVE COMMITTEE

MONDAY, JANUARY 27, 2014, AT 1:00 P.M., COMMITTEE ROOM "A"

SECTION A – MINUTES

1. Minutes - of meeting held on January 13, 2014.

SECTION B – DECISION ITEMS

1. Implementing a New Governance Model for Saskatoon City Council and Committee Meetings
(File No. CK. 255-2)
-

RECOMMENDATION: that a report be forwarded to City Council instructing the City Solicitor to make amendments to *Bylaw No. 8198, The Council and Committee Procedure Bylaw, 2003*, and any other related Bylaws, as proposed in Attachment 4 to the report of the City Manager dated January 20, 2014.

Attached is a report of the City Manager dated January 20, 2014, outlining a process to formally begin the implementation of a new governance model for Saskatoon City Council and Committee meetings.

The Director of Government Relations will be in attendance to review the report.

TO: City Clerk, Executive Committee
FROM: City Manager
DATE: January 20, 2014
SUBJECT: Implementing a New Governance Model for Saskatoon City Council and Committee Meetings
FILE NO: CC 255-1

RECOMMENDATION: that Executive Committee recommend to City Council that it instruct the City Solicitor to make amendments to *Bylaw No 8198, The Council and Committee Procedure Bylaw, 2003*, and any other related Bylaws, as proposed in Attachment 4.

TOPIC AND PURPOSE

The purpose of this report is to formally begin the process of implementing a new governance model for Saskatoon City Council and Committee meetings.

REPORT HIGHLIGHTS

1. The report proposes major changes to Saskatoon City Council's governance practices as they relate to Council and Committee meetings.
2. The attachments to this report provide recommendations, a proposed meeting schedule, a sample agenda, and background information on the Council governance models in the cities of Calgary, Edmonton, Regina, and Winnipeg, and some key features of those models.

STRATEGIC GOALS

The information contained in this report and its attachments directly align with the four-year priorities, and long-term strategies related to the Strategic Goal of Continuous Improvement.

REPORT

In 2013, the Administration investigated the governance practices in four major western Canadian cities: Calgary, Edmonton, Regina, and Winnipeg. Although these cities vary in population size and are governed by different legislative frameworks (with the exception of Regina), their importance to the provincial economy, their geographic proximity to Saskatoon, and the political, economic, and social climate that exists in these jurisdictions makes them ideal reference points for Saskatoon to consider. Additionally, the City of Saskatoon typically uses these cities to compare the types and levels of services that these municipalities provide to their citizens.

More specifically, these reports and presentations focused on three key areas:

- (1) The use of a "consent agenda" for City Council and Committee meetings.
- (2) The treatment of communications and delegations to City Council meetings.
- (3) The structures and functions of Standing Committees.

It goes beyond the scope of these reports to investigate the number, types, and structures of Council advisory committees, as they are substantial and vary with the needs of each city. That said, research and recommendations pertaining to advisory committees will be presented at a later date.

In general, the research found that these cities have adopted procedures and practices that vary greatly from those used by the City of Saskatoon. For example, the research found that the cities of Calgary, Edmonton and Winnipeg utilize the Consent Agenda process as key part of the Council and Committee agenda management tool, whereas Saskatoon does not. More information on the consent agenda process is found in Attachment 1.

Attachment 2 provides research on how each of the four cities handle communications and delegations to Council. In general, the research found that these cities only permit the public to speak to items that are placed on the Council meeting Agenda.

Attachment 3 investigates the Standing Committee structures and functions in each of the four cities. The research found that the Committee structures in the sample cities have some decision-making authority and have a public policy focus.

The reader may be wondering why this investigation is necessary. In other words, why should Council overhaul its governance structure, particularly as it relates to Council and Committee meetings? Over the past six years, Saskatoon has grown at a remarkable pace. From 2006 to 2012, Saskatoon's population has grown by almost 40,000 people, with the latest population estimates indicating that Saskatoon's population is near 250,000. According to economic and demographic forecasting agencies, the pace of Saskatoon's growth will continue well into the future.

As a result, the issues facing the City of Saskatoon - and the community it serves - have grown and become much more complex. Today, City Council and the Administration are grappling with how to accommodate current growth and existing needs, while planning for future growth. In other words, they are focusing on "big picture" issues while trying to answer some important public policy questions: How does the city grow in an economically, socially, and environmentally sustainable way? How will the City pay for the infrastructure, core services, and amenities that the residents of Saskatoon require to enjoy an already high quality of life? What role does/should the City play in addressing the existing and emerging social issues, etc.?

Both City Council and the Administration have adopted new strategic initiatives to better adapt to this new reality. In 2013, for example, City Council adopted a new 10-year

Strategic Plan that outlines what is important in the near term and where the City needs to focus its energies over the longer term.

In addition, the Administration has changed its budgeting and business planning process to become more responsive to the needs of City Council, the corporation, and the community. Today, the City's budget and business plans are developed on the basis of business and service lines, rather than by operating departments. This has enabled the Administration to become more efficient and strategic in the management of the City's financial resources.

Finally, in late 2013, Council approved a new corporate structure as presented by the City Manager. This new, modern structure was developed to meet the needs of a growing and changing City by:

- improving our service delivery;
- enhancing our communications;
- facilitating better planning; and
- streamlining our operations.

However, remaining constant throughout this growth and change is the City of Saskatoon's governance structures and procedures. While these structures and procedures have served Saskatoon well, they may no longer meet the needs of a growing and dynamic city.

The City of Saskatoon has not undertaken a major governance review of Council and its Committee structure since 1995. As noted earlier, the nature of public debate and discourse, the level and mix of public services, the public policy issues and challenges, and the City's strategic priorities have all changed dramatically in the past 18 years.

Given this context, the recommendations presented in Attachment 4 provide the foundations for Saskatoon City Council to modernize its governance structure. These recommendations offer a hybrid of best practices from other jurisdictions and key structures from Saskatoon's existing governance model, for a made-in-Saskatoon solution.

In order to provide a visual of this new model, Attachment 5 provides a proposed meeting Calendar from May 1, 2014 to December 31, 2014. The calendar shows the proposed dates of the new Committee and Council meetings, taking into account statutory holidays and other potential meeting adjustments that may be required to ensure Committees and Council meet on a regular basis.

With respect to Council meetings, Attachment 6 is a proposed draft of an updated meeting agenda for the Regular Council and the Public Hearing meetings of Council. This new agenda format reflects the proposed changes outlined in Attachment 4.

The Legislative Context

Provincial-enabling legislation provides cities (and municipalities) with the authority to create bylaws that govern the practices and procedures for Council and Committee meetings. With some limited exceptions, and in keeping with traditional parliamentary practices, City (or municipal) Councils have the authority to develop the procedures and governance structures that best fit the needs of a particular Council and/or community.

For example, Section 55 of *The (Saskatchewan) Cities Act* permits a City Council to:

- (a) *establish council committees and other bodies and define their functions; and*
- (b) *establish:*
 - (i) *the procedure and conduct of council, council committees and other bodies established by the council; and*
 - (ii) *rules for the conduct of councillors, of members of council committees and of members of other bodies established by council.*

In addition, Section 100 of *The Cities Act* permits a City Council to delegate authority, with some limited exceptions, to a Committee of Council or the Administration: Section 100(2) and 100(3) of *The Act* states:

- (2) *A council may delegate any of its powers or duties to an employee, agent or committee appointed by it, except those powers or duties set out in section 101.*
- (3) *When delegating a matter to an employee, agent or committee appointed by it, the council may authorize the employee, agent or committee to further delegate the matter.*

The establishment of committees and the delegation are typically accomplished through the creation of what is commonly called a "procedures bylaw". In terms of the City of Saskatoon, the procedures and practices of Council and Standing Committee meetings (and Committee composition or structures) are set out in *The Council and Committee Procedure Bylaw, 2003 (Bylaw 8198)*. A reading of Bylaw 8198 reveals that City Council does not explicitly delegate authority to its Standing Committees. This is common practice in other cities.

Nonetheless, in order for City Council to adopt the recommendations proposed in Attachment 4, it can do so by simply amending its Procedure Bylaw.

POLICY IMPLICATIONS

There are no identified policy implications at this time.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

PUBLIC/STAKEHOLDER COMMUNICATION PLAN

These changes provide an opportunity to inform and educate the citizens on how decisions are made by City Council and the process that City Council uses to conduct business. In addition, it will be very important that citizens are informed of the changes outlined in this report in a timely manner so they can prepare to engage with City Council and Committees under the new model.

A communication plan will be prepared to inform the public of the changes that are outlined in this report. The communications will include:

- what the changes are and why they are being made
- the schedule for Council and Committee meetings
- how decisions are made by City Council
- how citizens can bring forward issues to City Council
- how citizens can request to speak at City Council and Committee

Materials will be prepared and posted on the City's website and will be made available at City Hall, public libraries, and civic leisure centres.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with this report.

PRIVACY IMPLICATIONS

There are no anticipated privacy implications arising from this initiative.

SAFETY/CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

CPTED Review is not required at this time.

PUBLIC NOTICE

Public Notice, pursuant to Section 3 of Policy No.C01-021, Public Notice Policy, is not required.

ATTACHMENTS

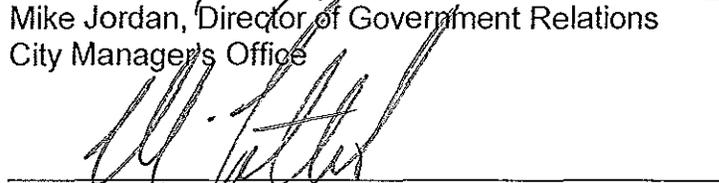
1. The Use of the Consent Agenda for City Council and Committee Meetings (January 2014)
2. Communications to Council in Selected Western Canadian Cities (January 2014)
3. Committee Structures and Functions for Selected Western Canadian Cities (January 2014)
4. Recommendations for a New Council and Committee Governance Model (January 2014)
5. Proposed Calendar of Council/Committee Meetings
6. Sample "Draft" Council Agenda

Written by:



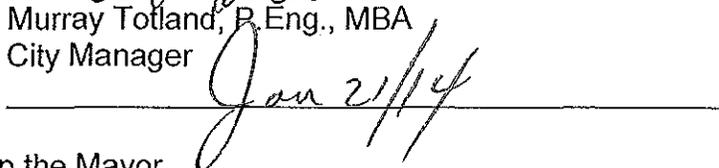
Mike Jordan, Director of Government Relations
City Manager's Office

Approved by:



Murray Totland, P.Eng., MBA
City Manager

Dated:



Copy His Worship the Mayor

Council Governance Model – In Camera Executive January 13, 2014.doc

The Use of the Consent Agenda for City Council and Committee Meetings

What is the "Consent Agenda"?

According to the literature, a consent agenda¹ is a component of a meeting agenda that enables a governing body (e.g., City Council, board of directors) to group routine items, such as information reports, reports dealt with at a committee, and non-controversial motions, together as a single motion to be voted on by the governing body. Bylaws are typically not included on a consent agenda.

Consent agenda's are often referred to as omnibus motions as they include several items but are voted on collectively as one motion. The consent agenda is placed at the top of the meeting agenda and generally following the "Call to Order" of the Chair. The use of a consent agenda is considered to be a best practice in parliamentary procedure and meeting management or board governance literature, as they improve the efficiency of meetings and allow members to debate and discuss more substantive issues on the meeting agenda. However, members should exercise caution in placing items on the consent agenda, so as to ensure it does not become a "rubber stamp" process for Council, Committee or Board meetings.

How does the Consent Agenda Work?

Typically, items on the consent agenda are not for debate or discussion, however, exceptions exist where a member or members of the governing body can make a motion and extract items from the consent agenda for debate, discussion or clarification. Although the procedure varies depending on the practices established by a governing body or board, but in general, to extract an item, a member need only rise and request, for example, that an item be removed from the consent agenda. This means that the member wants to discuss and vote on this issue separately. The request does not need to have a "seconder", the request does not need to be discussed, and no vote is taken to remove it from the consent agenda. After the members finish extracting items from the consent agenda, the presiding officer presents the modified consent agenda to the assembly once again and takes the vote by general consent.

¹ The term "consent agenda" will refer to the concept. However, "Consent Agenda" will refer to the procedure as outlined in a city's respective procedure bylaw.

What Cities use the Consent Agenda?

Currently, the City of Saskatoon does not use a consent agenda as part of its council and committee meeting procedures. However, the research indicates that two of the four cities whose practices were investigated for this report, Calgary Edmonton and Winnipeg, currently utilize the consent agenda as part of their city council and committee meetings. The City of Regina is currently the only City that does not use a consent agenda as part of their meeting procedures.

Several other cities across Canada, both large (e.g., Vancouver and Toronto) and small (e.g., Lethbridge and Prince Albert) routinely use a consent agenda as a component of the city council meeting and committee agendas. In addition, several business, academic, and non-profit organizations use consent agenda's as part of their board or senior executive meetings.

How do Cities use the Consent Agenda?

The procedure bylaws in both Calgary and Winnipeg provide the legislative authority for those City Council's to use the consent agenda in both council and committee meetings. Attachments 2 and 3 provide a sample agenda from recent City of Calgary and City of Winnipeg Council Meetings. As noted in the attachments, the Consent Agenda is placed at the top of the meeting agenda and is dealt with before more substantive items. In both cities, the items on the Consent Agenda are reports that have been adopted at Committee.

According to the City of Calgary's Council procedure bylaw, consent agenda is defined for both Council and Standing Policy Committees. For Council, the consent agenda is defined as:

that portion of a Regular Business Meeting or Combined Meeting which contains reports from Committees which received unanimous support at the Committee prior to forwarding to Council. These items can be adopted by an Omnibus Motion.

This includes items whose recommendations were amended at a Standing Policy Committee and do not have bylaws associated with them.

In terms of Standing Policy Committees, the bylaw defines the consent agenda as follows:

That portion of a Standing Policy Committee Meeting which contains reports that:

- (a) are for information only, or are part of a process of regular quarterly or annual reporting that is placed on a Consent Agenda for the Standing Policy Committee*
- (b) will not be forwarded to Council unless a Member requests an exemption; and*
- (c) may be adopted by an Omnibus Motion;*

Calgary's procedure Bylaw also prescribes how the Consent Agenda is used during a meeting. Section 122 of the Bylaw states that:

- (1) The Consent Agenda portion of a Meeting is moved, seconded and voted upon without debate as one item regardless of the number of reports included.*
- (2) If a Member wishes to debate an item included in the Omnibus Motion, a request to exempt the item from the Consent Agenda must be made before the Chair calls the question and the item will be addressed immediately without further debate or vote, following approval of the Consent Agenda.*

Similar to the City of Calgary, the City of Winnipeg has implemented a Consent Agenda process for both Council and Committee meetings. However, in contrast to Calgary, the City of Winnipeg's procedure bylaw does not define the Consent Agenda, but does prescribe a more elaborate process. Section 10(4) defines the Consent Agenda process for City Council meetings as follows:

- (a) Each Committee of Council, at the end of each meeting, shall designate any item(s) proceeding to Executive Policy Committee and Council, which will not comprise its "Consent Agenda". All other items shall be considered consent items. Any member of the Committee may identify clauses which will not be considered consent items.*
- (b) The Executive Policy Committee, at the end of each meeting shall designate the items(s) proceeding to Council which will not comprise its "Consent Agenda". All other items will be considered consent items. Any member of the Committee may identify clauses which will not be considered consent items.*
- (c) Consent items must appear on the agenda circulated a minimum of 96 hours prior to the Council meeting.*

While the City of Calgary and City of Winnipeg have some subtle differences with respect to how each City uses their Consent Agenda, the items that are contained on them are very similar. In general, reports that have received unanimous consent at the Committee stage go on the Consent Agenda. In both cities, Council members are permitted to pull items from the Consent Agenda.

An important point to note about both the City of Calgary and the City of Winnipeg is that they delegate a large degree of decision making authority to their Standing Committees, thus making the use of a consent agenda more appropriate. Additionally, administrative reports in these cities generally go through the Committee process first, and then, go to Council. Only under specific circumstances do administrative reports bypass the Committee process and go directly to Council. The third report in this series will address these issues in more detail.

How would the Consent Agenda work for the City of Saskatoon?

Similar to Calgary and Winnipeg, the City of Saskatoon could permit the use of the Consent Agenda for Council meetings (and Standing Committee meetings if desired) by simply amending its Procedure Bylaw. As a starting point, the City could restrict the use of the Consent Agenda by limiting it to those items that received unanimous consent at a Committee meeting. It would seem somewhat redundant to address those reports that have already been unanimously approved by a Standing Committee, such as the Planning and Operations Committee, at Council.

Another good candidate for the Consent Agenda would be Administrative Reports that are presented as "information only" and go directly to Council. However, if Council decides to redirect all administrative reports through the Committee process, then this step would not be required.

Alternatively, and depending upon how the City may decide to address Communications to Council in the future, it could expand the Consent Agenda by including the "B" and "C" items currently placed under the "Communications to Council" section of the Council Agenda. The treatment of Communications to Council will be addressed in the second report of this series.

Communications to Council in Selected Western Canadian Cities

[1] Introduction:

It is often said that municipal government is the order of government of that is "closest to the people." Primarily, this view stems from the fact that the policies, programs and services that municipal governments implement and provide have a greater impact on the day to day lives of the people they serve, than those provided by the federal and provincial orders of government. As a result of this impact, elected officials who serve in municipal government often have a much closer relationship and connection to their constituents than elected officials serving at the federal or provincial order of government.

The strength of this relationship is also influenced by two additional factors. First, elected municipal officials serve in the community to which they are elected, thus providing both the elected official and their constituents with much easier and more frequent access to one another. At the federal and provincial order, only a select few elected officials serve in the city to which they are elected. Whether real or perceived, the fact that those federal and provincial elected officials who serve their constituents in national and provincial capital cities that can be hundreds or thousands of kilometers away from the constituencies they represent, significantly reduces their relationship with their constituents.

Second, the institutional structures, protocols, processes, and procedure are much less formal at the municipal order of government than those at the federal and provincial order of government. Briefly, the lack of political parties (particularly in western Canada), cabinet government and the lack of strict parliamentary practices in most municipalities make it much easier for elected municipal officials to interact and solicit feedback from the public.

Of course, elected municipal officials value public input on the development of the policies, programs and services that they eventually implement and/or provide. They also value the input they receive from the public on any existing and emerging issues that may arise in the community. Given this relationship, some key questions emerge:

- What formal procedures or processes do elected municipal use to obtain this information?
- What is the most optimal forum for elected officials to receive important community input?
- Is it through City Council meetings; committee meetings; some other mechanism or a combination of several modes?

While it goes beyond the scope of this document to explore various public engagement and public communication methodologies, this document will attempt to provide a broad overview of how selected western Canadian cities handle the way in which members of the public communicate to, or appear before, City Council.¹

¹ For the purposes of this document, City Council refers to Council as a deliberative, decision making body and not individual members of Council.

More specifically, the document will examine the legislative framework, procedures and processes used by the following cities:

- Calgary;
- Edmonton;
- Regina; and
- Winnipeg

In other words, this document will explore the procedures and processes implemented by these cities for City Council meetings and where applicable or if the procedure is substantially different, Council Committees (standing committees only). The research is limited to the processes and procedures used for Regular Council meetings and not those associated with Public Hearings. The main reason for this is that the communications procedures and processes used for Public Hearings are largely the same across these jurisdictions.

The document is organized as follows:

- Section two will provide an overview of the legislative and policy framework for each of the selected cities examined in this report. This overview will proceed in geographic order, from west to east, starting with Calgary and ending with Winnipeg.
- Section three will provide a brief summary and some observations regarding the adopted procedures, processes and policies

The research for this document utilizes a blend of primary, secondary and tertiary sources. Primarily, the research is derived from provincial enabling legislation, Council bylaws, and conversations with officials from the cities studied in this report.

Finally, there is one major assumption to this document: It is assumed that the reader has a full understanding of the City of Saskatoon's procedures, policies and processes with respect to this topic. As such, the document will make very little reference to the City of Saskatoon's procedures, policies and practices and will only do so to offer some comparative perspective where warranted.

[2] Communicating to Council: A Review of the Process and Procedures

2.1 City of Calgary:

The City of Calgary has very strict rules regarding public communications to Council. Members of the public are permitted to speak to Agenda items at its Standing Policy Committees (SPC). However, they are not permitted to speak to Council at a Regular Council meeting. The public

More formally, the City of Calgary's Procedure Bylaw, Bylaw 44M2006, describes the processes that govern how members of the public may address City Council and/or its Committees. The Bylaw distinguishes between written and verbal communications to Council.

In terms of written communications (either by letter or electronic communication) section 95 of the Bylaw outlines the process that is used. According to Section 95(3) on receipt of a communication, the City Clerk may:

- (a) include it on the Agenda of the next Regular Meeting, in full or in summary form; or
- (b) refer it to Administration for a report to the appropriate SPC; or
- (c) refer it to the Administration for reply.

In terms of verbal communications, Section 97 of the Bylaw states,

If a person wishes to address Council on a matter on an Agenda for which a hearing is not required by statute, that person(s) should notify the City Clerk in writing and state the reason for the request to speak. The City Clerk shall forward the request to PFC for consideration.

The PFC refers to the City of Calgary's Priorities and Finance Committee, which is Calgary's equivalent to the City of Saskatoon's Executive Committee.

Section 98 of the bylaw goes on to prescribe three options as to how the Committee may deal with the request. The Committee may:

- (1) refer the matter to a Committee;
- (2) recommend that Council here from the person(s); or
- (3) refuse to hear from the person(s) and refer the matter to the Administration for reply.

Section 99(1)(2) of the Bylaw places limitations on the procedures described in sections 97 and 98, and reads as follows:

Notwithstanding Section 97 and 98:

- (1) Council may allow a person(s) to address a matter that is on the Agenda;*
- (2) Council may, on a Two-Thirds (10) Vote, allow a person(s) to address a matter that was not on the Agenda but only if the item has been added to the Agenda as urgent business;*

For Calgary's City Council meetings, items of urgent business are placed near the end of the Agenda, before in-camera items.

Section 100 of the bylaw provides further instruction on how the City deals with public requests to address Council. Most notably, section 100(1) of the bylaw instructs that a Committee must hear a person(s) referred to it by Council or the PFC and section 100(3) declares that "persons addressing Council or Committee shall limit their comments to the matter contained in the report and the recommendations being discussed."

When addressing a committee, the public presentations are limited to five minutes (excluding questions and answer time). However, even when addressing the committees, the public can only speak to items on the Committee's Agenda.

A review of recent Agenda's for the Calgary City Council Regular Business Meetings² reveals that the City does not place public communications on the Council Agenda. Moreover, the City of Calgary's Regular Council Meeting very rarely, if ever, has any members of the public speaking to items placed on the Agenda. The City believes that the Committee process is the most appropriate place to handle these requests and thus, funnels all requests to its Standing Policy Committees or the PFC.

² Calgary City Council has two types of Council Meetings: (1) Regular Meeting; (2) Combined Meeting. A Combined Meeting of Council includes both regular business and public hearings.

2.2. City of Edmonton:

In general, the City of Edmonton has similar processes and limitations as Calgary does with respect to the public wishing to formally address Council or its Committees. According to section 200 of the City of Edmonton's *Procedure and Committees Bylaw, Bylaw 12300*, the City limits public requests to speak to only those items placed on the meeting Agenda:

If a person wishes to speak to Council or a Committee on any matter that is on the agenda, for which a hearing is not required by statute, that person must notify the City Manager in writing and must state the reason for the request to speak.

The City of Edmonton does not permit the public to speak to items that are not already placed on the Regular Meeting of Council Agenda.³

Section 202 of the Bylaw, provides Council three options on how to proceed with a public request to address Council. According to this section of the Bylaw, Council may:

- (a) refer the matter to a Committee for a hearing;*
- (b) hear from the person making a direct request to be heard by Council; or*
- (c) refuse to hear from the person making a direct request to be heard by Council.*

If Council directs the item(s) to a Committee, then section 203(1) of the Bylaw instructs that the Committee must hear any person referred to it. However, section 203(2) is more permissive and states that a Committee may (a) hear from a person making a direct request to be heard by the Committee; or (b) refuse to hear from the person making a direct request to be heard by that Committee.

When addressing Council or a committee, public presentations are limited to five minutes (excluding questions and answer time). However, even when addressing the committees, the public can only speak to items on the Committee's Agenda. No new items are permitted to be added to the Agenda by the public.

Part XVII of the Bylaw lays out the process for dealing with written communications. The key highlights from this part of the Bylaw are as follows:

- If the written communication meets the standards outlined in the bylaw, then the City Manager must:
 - Refer the communication to the Administration for a report or a direct response, and inform the Councillors of the referral;
 - If it relates to an already on a Council or Committee Agenda, deliver a copy of the communication or a summary of it to Councillors prior to a meeting;
 - Send a copy of the communication or a summary of it to all Councillors for information.

³ Like Calgary, Edmonton has two types of Council meetings: (1) Regular Meeting and (2) Public Hearing Meeting. This means that all Public Hearings go to the Public Hearing meeting, while a Regular meeting deals with regular business of Council.

A recent review of the City of Edmonton's Regular City Council Meetings reveals that the City does not publish communications on the Council Agenda. Moreover, the City of Edmonton's Regular Council Meetings very rarely have any members of the public speaking to items placed on the Agenda. Like the City of Calgary, the City of Edmonton believes that the Committee process is the most appropriate place to handle these requests and thus, funnels most requests to its Standing Committees.

2.3 City of Regina:

Like Edmonton and Calgary, the City of Regina does not permit the public to address Council on items that are not placed on a Council Agenda. In other words, during a regular council meeting, a member of the public is not permitted to speak to issues that are not already placed on the Council Agenda.

According to the City of Regina's website, the public may:

...appear as a delegation before City Council or a committee regarding an item on the agenda. In the event the item is not on the agenda, you may write a letter to the Office of the City Clerk requesting to address a committee. The Office of the City Clerk will contact you to discuss the request, or may refer the matter to a more appropriate committee of Council or City Administration.

The website further instructs the public as follows:

To make a presentation to City Council regarding an agenda item, you must:

- *File a written brief with the Office of the City Clerk.*
 - *The brief should include the request being made to City Council.*
 - *It should also include the full text of your presentation which can be up to 10 minutes long.*
 - *Submissions must be respectful and adhere to City Council's Procedure Bylaw which also provides information on proper decorum and how the proceedings are carried out.*

To make a presentation to a committee regarding an agenda item, you must:

- *Attend the committee meeting. A written brief in advance is not required.*
- *Complete a delegation form upon arrival.*
 - *The committee chairperson will call you forward when the committee deals with the item.*
 - *You have up to 10 minutes for your presentation, followed by any questions from committee members.*

Section 16 of the City of Regina's Bylaw #9004, *The Procedure Bylaw*, provides the legislative authority for the above procedures. The more significant procedures outlined in this section of the Bylaw include:

(5) On receipt of an application and acceptable brief, the City Clerk shall:

(a) If the brief deals with a Mayor's, City Manager's, City Auditor General's, Committee or Informational Report or a bylaw, place the matter on the agenda for the meeting at which the related item is to be considered.

(b) If the brief deals with a subject which is not on the Council agenda, list the brief on the agenda under the Referred Delegation Section, and provide copies of the brief to the members of Council, City Manager, City Solicitor and the news media who are listed on the City Clerk's distribution list.

(c) The City Clerk shall provide at the beginning of the Referred Delegation Section a report recommending the committee to which the briefs are to be referred.

(9) Spokespersons for any one delegation shall be limited to one, except where Council otherwise permits, and the total time allowed for any one delegation shall not be more than 10 minutes, exclusive of the time required to answer questions by Council.

(12) When Council considers briefs under the Referred Delegation Section of the agenda the following procedure shall be followed:

(a) The briefs shall be deemed to be referred to the committee set out in the City Clerk's recommendation and no motion shall be required.

(b) Notwithstanding (a) above Council may by motion alter the committee to which the City Clerk recommended that the briefs be referred.

(c) At no time will a delegation, related to a brief under the Referred Delegation Section, be permitted to address City Council.

(d) The delegation shall be advised of the committee to which the brief has been referred and the time and place of the next meeting of that committee and shall have the right to attend that meeting and to make a presentation.

Again, the above legislative framework reveals that the City of Regina does not permit the public to raise new issues or subjects at a Council meeting. If the public wishes to address Council, then they are limited to items that are on the agenda. Otherwise, the issue raised by the public is referred to a Standing Committee of Council. Like the other cities studies in this report, the City of Regina utilizes its committee system for the policy making process.

Section 10 of the Procedure Bylaw provides the legislative authority for how Regina handles written communications/submissions to Council. Specifically, section 10(3) of the Procedure Bylaw provides the City Clerk with some discretion with respect to handling written communications. According to this section of the Bylaw,

On receipt of a communication intended for Council, the City Clerk may,

(a) include it as an item on the agenda for the next regular meeting of Council, in full or in summary form, or

(b) refer it to the City Manager for a report to Council or the appropriate committee, or

(c) refer it to the City Manager for action and/or reply.

(d) refer it to the Mayor for reply;

(e) at the clerk's discretion, circulate it to the members individually, rather than including it on the agenda as an item.

A review of recent Agendas of the City of Regina's City Council meeting reveals that the

2.4 City of Winnipeg:

Section 51(1) of the City of Winnipeg's *Procedure By-law No. 50/2007*, reveals that the City of Winnipeg does not permit individual members of the public or other delegations to speak to a meeting of Council, unless the subject is listed on a Council's (and/or the Committee's) meeting Agenda. This is very consistent with the procedures found in the other cities examined in this document.

However, when a subject is not on the agenda, section 51(2) of the By-law instructs the Clerk to refer the delegation to such committee of Council that has jurisdiction over the subject matter.

Section 51(3) of the By-law goes on to limit communication such that "no delegation shall be given permission to address the Council on any subject which is not within the jurisdiction of the Council."

The By-law goes on to limit communications from delegations in the following ways:

51(5) Delegate Speakers, upon any one subject before Council shall be limited to two in favour of the subject and two against, in each case the first of whom may speak for not more than ten minutes and the second no more than five minutes, provided that Council may permit any delegate...to speak for a further two minutes on a majority vote of the members present.

51(6) The total period of time allotted to questions to delegate speakers on each side of any one subject including their responses shall not exceed ten minutes and Councillors may ask one main question and up to two supplement questions only of the delegate speakers.

How does the City of Winnipeg handle written communications to Council? The City does not publish written communications to Council from the public on its Council Agenda. According to section 12(1) of the City of Winnipeg's *Procedure By-law No. 50/2007*, instructs, "The Clerk shall refer all communications to the proper committee unless in the discretion of the Clerk the communication should merely be received as information by Council." Section 12(2) declares that "all communications shall be taken as read."

A review of recent City of Winnipeg Council Agendas and discussions with City officials confirms this procedure.

[3] Observations and Conclusions

This document examines the legislative framework, procedures, practices and policies of the cities of Calgary, Edmonton, Regina and Winnipeg with respect to how they deal with public requests to address City Council, as a deliberative body. The research reveals that, in general, all cities treat public communications to City Council in a very consistent and similar manner, and in major contrast to the current procedures and practices in the City of Saskatoon.

As noted throughout the document, the cities examined in this report:

- Do not permit members of the public to address a Council meeting unless the subject or issue is listed on the Council meeting Agenda;
- Have developed extensive and detailed procedures and processes for dealing with communications to Council (and/or committees); and
- Heavily utilize the Standing Committees of Council for giving the public the opportunity to speak to, or address, existing or emerging issues that should be brought to council's attention.

The consistency and similarity to the way in which each of these cities handle public communications to Council is somewhat surprising. The primary reason for this is that provincial enabling legislation (e.g., the Saskatchewan Cities Act) provides a city council with the authority to adopt its own procedures and processes with respect to council meetings. Given this authority, one would assume that the procedures would be substantially different in each of these jurisdictions. However, the similarity across the cities suggests that the procedures and practices adopted in these cities are deemed to be "best practices" with respect to managing a Council Agenda.

If one is to make a broad generalization about the procedures and practices found in these four cities, it could be that the cities view City Council as a decision-making body and not necessarily a policy-making body. This means that Council's main function is to make decisions based on the information and recommendations contained in their Agenda packages and not to make policy on the "fly". It is the committee system that these cities utilize for the policy making process. Council then benefits from the "vetting" process that the committees are charged with.

So, what could this mean for Saskatoon City Council? Well, in order to adopt some or all of the procedures and practices outlined in this document, City Council could:

- Amend its Procedure Bylaw by restricting what is contained on the Council Agenda in terms of written public communications and by limiting the ability of the public to speak to only those items contained on the agenda.
- As complimentary step, Council would also need to restructure its existing Committee structure and functions to become Standing Policy Committees.
- Officially create two types of Council meetings: (a) regular meeting of Council; and (b) Public Hearing meeting of Council, whereby the Public Hearing meeting of Council would contain traditional Public Hearings and allow members of the public to speak to items that are not contained on the agenda. Regular business could also be added to this meeting.

Committee Structures and Functions for Selected Western Canadian Cities

[1] Introduction

To assist city council's in their decision making, public policy and governance processes, cities (and other municipalities) in Canada (and elsewhere) have established a committee system. Generally, the committee system in Canadian municipalities is a blend of:

- permanent standing committees that have a broad public policy focus, an administrative function, or a blend of both, and composed of exclusively elected members of council;
- permanent administrative committees
- ad-hoc committees, which are temporary, have a narrow topic area focus, and can be composed of both elected officials and members of the public; and
- advisory committees, which can be permanent or temporary and created by council to advise it on particular policy areas and are exclusively composed by members of the public.

Provincial enabling legislation provides municipal (or city) councils in Canada with the authority to establish committees as they deem necessary. For example, section 55(a) of the Saskatchewan *Cities Act*, declares that a council may establish council committees and other bodies and define their function. Councils formalize this authority by passing bylaws that establish the committees, their function

Cities use the committee system in order to enable councils to deal effectively with the wide range of activities under their jurisdiction. Generally, committees are assigned an area of responsibility (such as planning or transportation) and appropriate issues are funnelled to the committee before being considered by the full council. Committees prepare reports based on input from both departmental staff and members of the public and present council with their research and recommendations, thus allowing for a more streamlined decision-making process.

In larger cities, the committee system is robust and is generally structured to deliberate on focused public policy topics, like transportation, or business lines, such as Community Services. In the City of Calgary, for example, Council has established a Standing Policy Committee on Transportation and Transit, to deal with all matters of that affect the city's transportation and public transit system.

In smaller cities, by contrast, the committee system is narrower and tends to have more of an internal, administrative focus that groups several different policy areas or business lines together. For example, the City of Saskatoon's committee structure would fall into the latter category, as its two primary standing committees, Policy & Operations and Administration and Finance, each deliberate on a broad range of public policy matters, but do not focus on a particular public policy topic or business line.

In addition, cities of all sizes have created an over-arching, catch-all committee that serves both an administrative and public policy function. This committee is typically called an "Executive Committee" and its composition can range from including the Mayor and all councillors (such as in Saskatoon) to the Mayor and a select number of Councillors (such as in Edmonton).

City Councils also, through the authority granted by provincial enabling legislation, delegate authority to committees to make certain decisions on behalf of council. For example, section 100 of the Saskatchewan *Cities Act* permits a council, subject to certain limitations, to delegate authority to a committee established by it. This delegation of the authority allows detailed consideration of operation or administration of a service or function to be the responsibility of the delegated body. This enables more focussed and detailed consideration by the delegated body. At the same time, it allows council to focus on the broader and longer term needs of the municipality

Given this context, the purpose of this document is to provide an overview of the structures and functions of Council Committees, or more specifically, standing committees of the following western Canadian cities:

- Calgary
- Edmonton
- Regina and
- Winnipeg

The focus is on those committees that provide a public policy function, as opposed to those that provide an administrative or advisory function (e.g., Audit Committee). Thus, unless otherwise noted, it is beyond the scope of this document to address the number, structures or functions of ad-hoc or advisory committees of Council. This overview will also include a description of the one major committee in each city that serves a dual administrative and public policy function, which is equivalent to the City of Saskatoon's Executive Committee.

Given the above scope and limitations, this document will attempt to answer the following questions as they relate to the standing policy committee system in the selected cities:

- How many standing policy committees does the city have?
- What is the structure and function of the various standing policy committees?
- How are Council members appointed to the various standing policy committees? and
- How frequently do the Committees meet?

In order to provide a proper description of the various standing policy committees that operate in the selected cities, section 2 of this document will address each city separately, starting in a west to east geographical order: Calgary, Edmonton, Regina, and Winnipeg. Section three will provide some concluding observations about the major key findings and what this may mean to Saskatoon City Council.

The research for this document utilizes a blend of primary, secondary and tertiary sources. Specifically, the research is derived from provincial enabling legislation, Council bylaws, and conversations with officials from the cities studied in this report.

[2] The Committee System in Selected Western Canadian Cities:

[2.1] City of Calgary

Council Governance

The City of Calgary is governed by the Mayor and 14 full-time councillors. City Council meets twice per month (every second week on Mondays at 9:30 am) and has two types of Council meetings: (1) Regular Council Meeting and (2) Combined Public Hearing Council Meeting. The primary distinction between the two meetings is that public hearings are held only during the Combined Meeting. The Combined Meeting is the first meeting Council meeting of the month.

Committee System

According to Bylaw 44M2006, *A Bylaw of the City of Calgary to Regulate the Proceedings of Council of the City and its Committees*, The City of Calgary has one executive-type committee and four Standing Policy Committees:

- Community and Protective Services;
- Transportation and Transit;
- Planning and Urban Development; and
- Utilities and Corporate Services.

A description of the structure, function, and membership of each Standing Policy Committee (SPC) is provided below. However, a description of the executive-type committee will begin this review.

Priorities and Finance Committee (PFC):

In 2011, the City of Calgary created a new Council Committee called the Priorities and Finance Committee (PFC), which is equivalent to an executive committee, but is not considered to be a Standing Policy Committee as defined in the Bylaw. According to the Bylaw, the PFC consists of the Mayor, who is the Chair, the Chair of each SPC (described below), the Chair of the Audit Committee and an Alderman-at-large, who also serves as the Vice Chair.

The Bylaw provides the PFC with several powers duties and functions. Some of the more important ones include:

- recommending appointments to committees when vacancies occur;
- recommending the naming of City-owned facilities (e.g, parks and arenas);
- receiving reports on senior personnel matters from the City Manager;
- providing performance evaluations on the City Manager;
- review and make recommendations about corporate structure, corporate personnel issues, and corporate policy;
- receiving updates from the Administrative Leadership Team, providing oversight with respect to implementation of Council policy;

- maintaining a process for regular review and reporting of Council's legislative governance practices and proposing legislative amendments related to governance;
- coordinating projects initiated by elected officials that require significant administrative resources;
- coordinating the recruitment and appointment process the City Manager;
- receiving Administration responses to Administrative inquiries;
- overseeing financial planning and reporting; and
- providing advice to the Mayor on Council Agendas.

The PFC typically meets every two weeks on Tuesdays at 9:30 am. The committee meets on the opposite weeks of Council meetings.

Standing Policy Committees

According to the Bylaw, each SPC has the following delegated powers, duties and functions:

- To make new or revised policy proposals;
- To make final decisions within existing Council policy;
- To receive reports for information;
- To create and be responsible for sub-committees and their Terms of Reference; and
- To incorporate the community sustainability strategy into its deliberations.

Standing Policy Committee on Community and Protective Services

This Committee is responsible for deliberating on issues relating to:

- parks, recreational, culture and social services;
- civic partners,
- affordable housing,
- disaster services and bylaw services;
- emergency medical, fire and rescue services;
- grants related to such services provided or allocated by the City.

Standing Policy Committee on Transportation and Transit

This Committee is responsible for deliberating on issues related to the planning, design and monitoring of transportation routes traffic operations, parking facilities and public transit.

Standing Policy Committee on Planning and Urban Development

This Committee is responsible for deliberating on issues related to land use planning and policy, development and building approvals, and property assessment.

Standing Policy Committee on Utilities and Corporate Services

According to the Bylaw, this committee is responsible for deliberating on services provided by the Corporate Services Department and the Utilities and Environmental Protection Department. This includes functions such as:

- customer services and communications;
- human resources;
- land servicing, properties and buildings,
- fleet services
- information technology
- waste & recycling
- water resources and services;
- environmental & safety management.

Standing Policy Committee Membership:

The Bylaw states that council shall appoint seven Aldermen to each SPC ensuring that each Alderman sits on two committees. An Alderman may serve as chair of more than one SPC during their term in office. However, no Alderman is permitted to serve as chair on more than one SPC at the same time. Council elects the chair and vice chair of each SPC.

With respect to the committee appointment process, the Bylaw defers to the *Alberta Municipal Government Act (MGA)*. The MGA stipulates that a council must hold an organizational meeting annually, not later than 2 weeks after the 3rd Monday in October. The purpose of the organizational meeting is for Council to make appointments to its committees, agencies, boards and commissions.

Meeting Frequency:

The SPC's meet once per month and meetings begin at 9:30 am. Although there are no set dates for each SPC, the SPC's meet on Wednesdays and Thursdays each month.

City of Edmonton:

Council Governance

The City of Edmonton is governed by a Mayor and 12 full-time city councillors. Council typically meets four times per month. Two meetings per month are Public Hearings and two meetings per month are Regular Council Meetings. The Public Hearing meetings occur every second Monday, beginning at 1:30pm. Regular Council meetings occur every second Wednesday beginning at 9:30 am.

Committee System:

According to the City of Edmonton's Procedures and Committees Bylaw (Bylaw 12300), the City of Edmonton has established eight Council Committees. Seven of these Committees are described as Standing Committees:

- Executive Committee;
- Transportation and Infrastructure Committee;
- Utility Committee;
- Community Services Committee;
- Audit Committee
- Council Services Committee; and
- City Manager and City Auditor Performance Evaluation Committee.

The remaining Council Committee, the Agenda Review Committee is not considered to be a Standing Committee, but an advisory committee, whose primary responsibility it to manage the Agenda's for Council and Standing Committees. This Committee also has the authority to redirect reports to the appropriate Standing Committee.

A key point to note about the City of Edmonton's Standing Committee Structure is that it utilizes a "blended model" in that it includes both policy-oriented and administrative-oriented committees. However, as noted in the introduction, this analysis will focus only on the structures and functions of the policy-oriented Standing Committees; namely, the Executive Committee, Transportation Committee, Utility Committee, and Community Services Community.

Before addressing each committee, it is important to provide some context as to when membership on committees is decided. The Bylaw stipulates that at Council's first regular meeting in October, it is to hold an "Organizational Meeting" of Council. Among other things, the purpose of the organizational meeting is for Council to establish Standing Committee appointments and the rotating schedule for Committee membership. With the exception of the Utility Committee, membership on the Standing Committees rotates among councillors so that during a term of Council, each Councillor serves for a total of one year on each Committee. Councillors appointed to the Utility Committee serve on the Committee from the time of their appointment until their term of office ends.

In terms of committee membership, four councillors serve on each committee. The Executive Committee includes four councillors plus the Mayor, who is the chair. Edmonton's committees generally meet every two weeks (with some exceptions) and the meeting schedule is also determined at the organizational meeting.

Executive Committee:

The primary mandate of the Executive Committee is to review and make recommendations to Council on the following issues:

- Corporate structure;
- Corporate finance;

- Corporate personnel issues;
- Intergovernmental issues; and
- Corporate policy;
- Legal issues, including the settlement of claims or the direction of any litigation;
- Performance review of the City Manager;
- Citizen appointments to various civic agencies and advisory committees.

In terms of Administrative reporting requirements, the following City Departments report to the Executive Committee:

- Office of the City Manager
- Financial Services
- Corporate Services
- Sustainable Development

The Executive Committee consists of the Mayor and four other Councillors. The Mayor serves as the Chair of the Executive Committee and the four other members are chosen by Council at the organizational meeting of Council.

With rare exceptions, the Executive Committee meets every two weeks.

Transportation Committee:

As the name suggests, the Transportation Committee is responsible for deliberating on the City's Transportation issues. The Transportation Services Department, which includes Edmonton Transit System, Transportation Operations, Transportation Planning, LRT and Road Design & Construction report to the Transportation Committee.

Community Services Committee:

The Community Services Committee is responsible for deliberating on issues relating to Edmonton's community development, recreation, public safety and arts, culture and social policy. The City's Community Services Department, which includes the following branches, reports directly to the Committee:

- Community & Recreation Facilities
- Community & Social Development
- Community Standards
- Community Strategies & Development

Utility Committee:

According to the Bylaw, Edmonton's Utility Committee reviews and makes recommendations to Council about reports on the governance, policy, budget, and rate regulation of City Regulated Utilities. The City of Edmonton has four regulated utilities: (1) Land Drainage Utility; (2) Sanitary Utility; (3) Waste Management Utility; (4) Water Utility (a wholly owned subsidiary called EPCOR).

Unlike the other policy-oriented Standing Committees, who generally meet every two weeks, the Bylaw stipulates that the Utility Committee must meet at least four times per year. A review of the meeting agenda's over the past couple of years indicates that the Utility Committee six times per year.

Members of the Utility Committee serve from the time they are appointed, which is following a general election, until their term or office ends.

[2.3] City of Regina:

Council Governance:

Like the City of Saskatoon, the City of Regina is governed by a Mayor and ten part-time City Councillors. City Council typically meets once every three weeks, on Mondays at 5:30 pm. Unlike Edmonton and Calgary, Regina does not distinguish its Council meetings between regular meetings and public hearing meetings.

Committee System:

Regina's standing committee system can best be described as a blended model in that it contains some committees that have a quasi policy-administrative focus and others that have an exclusive public policy focus. Regina's refers to its key committees as 'Main Committees' and they include¹:

- Executive Committee
- Finance and Administration Committee
- Community and Protective Services Committee
- Public Works Committee

Executive Committee:

Unlike the other cities studied in this report, and like Saskatoon's Executive Committee, Regina's Executive Committee consists of all members of Council. The Committee is chaired by the Deputy Mayor. The City Manager is designated to provide administrative support to the Executive Committee.

Regina's Committee Bylaw, authorizes several areas of responsibility under the Executive Committee's mandate, with the most prominent being:

- consider and make recommendations to Council relating to items emanating from the offices of the City Clerk, City Manager or City Solicitor unless those items are specifically related to the mandate of another main committee;
- initially consider the appointment of, and other matters pertaining to the City Clerk, City Manager and City Solicitor;
- review and make recommendations to Council regarding appointments to boards, commissions, committees, authorities or other bodies which are within Council's jurisdiction to appoint;
- review and make recommendations to Council regarding the committee system in the year following the civic election;

¹ Regina also lists the Emergency Measures Committee and the Regina Planning Commission as "Main Committees". These two committees will not be discussed in this report because they do are blend of elected councilors and members of the Administration.

- review and make recommendations to Council regarding strategic and operational plans;
- consider and make recommendations to Council on all matters pertaining to corporate communication;
- consider matters which require preliminary and advisory consideration of all members of Council;

The Executive Committee meets once every three weeks on Wednesdays, beginning at 11:45am.

Finance and Administration Committee:

The Finance and Administration Committee is composed of five members of Council and all members of the Committee hold office for one year. Members are chosen by the election of other Council members and the Chair of the Committee is selected by vote, from members chosen to serve on the Committee. The City Clerk and the Deputy City Manager of Corporate Services provide administrative support to the Committee.

Regina's Committee Bylaw authorizes several areas of responsibility under the Finance and Administration Committee's mandate, with the most prominent being:

- consider and make recommendations to Council relative to finance residential and industrial land sales, property acquisition and dispositions, city-owned and development of land, assessment, purchasing and information systems, and the City's various pension and disability plans;
- oversee the systems and processes around preparation of the financial statements; risk management and internal controls; compliance and ethics; and oversight of management and internal and external audit;
- review and make recommendations on Councillor allowances, reimbursement for expenses for travel and communication and support service policies and other expenditures from the Council budget;
- approve of all matters of a personnel and remuneration nature, with some exceptions;
- approve of grants to the Regina Regional Opportunities Commission in accordance with Council policy;
- approve of grants for economic purposes in accordance with Council policy; and
- approve of expenditures subject to the annual approval of the City Council budget.

The Finance and Administration Committee meets at 4 pm once per month, the first Tuesday of each month.

Community and Protective Services Committee:

The Community and Protective Services Committee is composed of five members of Council and uses the same selection process as outlined in the Finance and Administration Committee. The Deputy City Manager of Operations and the Deputy City Manager of Community Planning and Development provide administrative support to the Committee.

Regina's Committee Bylaw authorizes several areas of responsibility under the Community and Protective Services Committee's mandate, with the most prominent being:

- consider and make policy recommendations to Council regarding fire and protective services, parks and open space services, community, recreation cultural and heritage programs and services, public transportation services and taxis;
- develop funding criteria for grants related to community, social services, parks and open space services, recreation and cultural programs and services, as well as public transportation services;
- resolve public issues relative to community, social service and parks and recreation operation within the scope and intent of established policy and the annual operating budget;
- determine the scheduling and routing for buses and the location of bus shelters;
- establish, approve and amend program regulations, annual priorities, categories, and other details of the Community Investment Grants Program.

The Community and Protective Services Committee meets once per month at 4pm on the third Wednesday of each month.

Public Works Committee:

The Public Works Committee is composed of five members of Council and uses the same selection process as outlined in the Finance and Administration Committee and the Community and Protective Services Committee. The Deputy City Manager of Operations and the Deputy City Manager of Community Planning and Development provide administrative support to the Committee.

Regina's Committee Bylaw authorizes several areas of responsibility under the Community and Protective Services Committee's mandate, with the most prominent being:

- advise and make policy recommendations to Council regarding municipal infrastructure involving roadways, traffic, water, watershed drainage, wastewater, and solid waste to meet regulatory requirements and community needs;
- advised and make recommendations to Council regarding environmental issues, policies and programs;
- resolve public issues relative to infrastructure and land use operations within the scope and intent of established policy and the annual Operating Budget;
- approve the installation of traffic control measures;
- approve the creation or installation of pedestrian corridors.

The Public Works Committee meets once per month at 4pm on the second Thursday of each month.

[2.4] City of Winnipeg

Council Governance:

The City of Winnipeg is governed by a Mayor and 15 full-time Councillors. Council typically meets once per month, but may meet more frequently as the need arises. Council meets on either the third or fourth Wednesday of each month and the meeting commences at 9:30 am.

Committee System:

Winnipeg's committee system generally follows the model of the other cities addressed in this report. It contains standing policy committee system, structured along policy topic areas, that includes an Executive Committee and four Standing Policy Committees. However, where it departs from other cities is that Winnipeg's Executive Policy Committee has significantly more profile and authority. The Committee, its mandate, composition and selection of members, is enshrined in provincial legislation and it receives reports from the other Standing Policy Committees.

Executive Policy Committee:

Section 61(1) of *The City of Winnipeg Charter Act* (hereafter referred to as "the Act") stipulates that the City of Winnipeg shall establish an executive policy committee of council. According to the Act, the executive policy shall be composed of:

- The Mayor, who serves as the Chair;
- The chairpersons of the standing committees of council;
- Any other members of council appointed by the mayor.

The Act also stipulates that the number of members of the executive policy committee must be less than 50% than the total number of members of council. In other words, the executive policy committee cannot exceed eight members.

Given those conditions, Winnipeg's executive policy committee consists of seven members: the Mayor, the chairs of the five Standing Policy Committees (which are described below) and one at large member of council.

In addition to setting out the legal authority and composition of the executive policy committee, the Act also specifies the general duties of the committee. As stated in the Act, the executive policy committee must:

- Formulate and present recommendations to council respecting policies, plans, budgets, by-laws and other matters that affect the city as a whole;
- Ensure the implementation of policies adopted by council;
- Recommend to council (a) individuals for appointment as statutory officers and (b) where necessary or appropriate, the suspension or dismissal of statutory officers;
- Supervise the chief administrative officer;
- Coordinate the work of the committees of council; and

- Receive the reports of other committees of council and forward them to council with its own recommendations.

While the act prescribes specific duties that executive policy committee must perform, the City of Winnipeg's *City Organization By-Law No. 7100/97*, sets out the areas of jurisdiction for the committee and several other duties of the committee. Given the space constraints, this section will simply list the key areas of jurisdiction of the committee.

- Audit matters
- Business liaison
- Corporate communication
- Economic development
- Financial management
- Formulation of policy
- Human resource policies
- Information technology
- Intergovernmental affairs
- Labour contract negotiations
- Legal services and litigation matters
- Official Community Plan and the Alignment of Department Strategic plans
- Policies related to materials management
- Property Assessment

The Executive policy committee typically meets three times per month, on the weeks that Council does not meet. The meetings are held on Wednesday's beginning at 9:00 am.

Standing Policy Committees:

The Act provides council the authority to establish, by bylaw, standing committees of council and determine their respective duties and powers. The City's *Organization Bylaw* establishes five standing policy committees:

- Standing Policy Committee on Finance;
- Standing Policy Committee on Infrastructure Renewal and Public Works;
- Standing Policy Committee on Protection and Community Services;
- Standing Policy Committee on Property and Development; and
- Standing Policy Committee on Downtown Development, Heritage and Riverbank

Standing Policy Committee (SPC) on Finance:

According to the Organization Bylaw, the SPC on Finance is composed of three members: (1) the chairperson, who is appointed by the Mayor; (2) the Deputy Mayor; and (3) one member elected by Council.

The SPC on Finance is responsible for coordinating and advising on the City's fiscal policy development and fiscal strategies. It provides input and advice to the Executive Policy Committee on:

- Budget development and program review;
- Assessment policies and strategies;
- Investment policies and strategies;
- Capital project recommendations and strategies;
- Corporate fees and charges policies;
- Economic and forecasts and trends; and
- Other matters referred to it by Executive Policy Committee.

The Committee reports directly to the Executive Policy and not directly to City Council.

The Committee typically meets at least once per month, on Thursdays, beginning at 9:00 am.

Standing Policy Committee (SPC) on Infrastructure Renewal and Public Works:

The SPC on Infrastructure Renewal and Public Works is composed of four members including: the Chairperson, who is appointed by the Mayor and three other members elected by Council.

The Committee is responsible for providing advice to Council on matters within the following areas of jurisdiction:

- Engineering services
- Fleet management
- Open space maintenance
- Public works maintenance
- Solid waste
- Traffic control
- Transit
- Transportation planning
- Water/waste services

The Committee typically meets at least once per month, on Tuesdays, beginning at 9:00 am.

Standing Policy Committee (SPC) on Protection and Community Services

The SPC on Protection and Community Services is composed of four members, including the Chairperson who is appointed by the Mayor and three other members elected by Council.

The Committee is responsible for deliberating on and providing advice to Council on the following areas of jurisdiction:

- Animal control
- By-law enforcement
- Cultural services

- Disaster planning
- Fire and paramedic services
- Libraries
- Museums/Zoos
- Police services
- Public health
- Recreation and parks programming and services

The committee typically meets once per month on Mondays at 9:00 am.

Standing Policy Committee (SPC) on Property and Development:

The SPC on Property and Development is composed of four members, including the Chairperson who is appointed by the Mayor and three other members elected by Council.

The Committee is responsible for deliberating on and providing advice to Council on the following areas of jurisdiction:

- Asset management
- Building inspections
- Civic buildings
- Development control
- Facility maintenance
- Heritage matters
- Housing policy, including grant programs
- Land acquisition and land development
- Planning and land use
- Vacant and derelict buildings

The Committee typically meets once per month on Mondays at 9:00 am.

Standing Policy Committee (SPC) on Downtown Development, Heritage and Riverbank Management:

The SPC on Downtown Development, Heritage and Riverbank Management is composed of four members consisting of:

- The Chairperson, appointed by the Mayor;
- The Chairperson of the SPC on Property and Development
- The Chairperson of the SPC on Protective and Community Services; and
- One member elected by Council whose ward encompasses the boundary to which the jurisdiction of the committee applies to. However, in the event all these Council members are already members of the committee by virtue of holding the above positions, then this member shall be elected by Council from the remaining members.

According to the City's Organizational Bylaw, this Committee is responsible for providing advice to Council and deliberating on matters within the following areas of jurisdiction, where the matters relate to real property located in the area covered by Winnipeg's Downtown Zoning Bylaw:

- Asset management
- Development control
- Land acquisition and development
- Planning and Land use

Although there appears to be jurisdictional overlap between this Committee and the SPC on Property and Development, the major distinction is that this Committee has jurisdiction over a particular area of the City.

The Committee typically meets once per month on Mondays at 9:00 am.

[3] Observations and Conclusions

The purpose of this document is to examine the Standing Committee system in four Western Canadian cities: Calgary, Edmonton, Regina, and Winnipeg. More specifically, the focus of this examination is limited to those committees that have a predominant public policy function or those that have a quasi policy-administrative function, such as an Executive Committee.

The research reveals that:

- All cities have an Executive Committee, although the name (such as in Calgary) may be different.
- Only the City of Regina's Executive Committee is made up of all members of Council, whereas the Executive Committee in Calgary, Edmonton and Winnipeg is composed of the Mayor, the Chairperson of other Standing Policy Committees and a councillor at large.
- Generally, all cities have at least five major policy committees (including the Executive Committee).
- Most cities have structured their committees around public policy topics or lines of business, with Regina being a minor exception.
- All cities have delegated a certain degree of decision making authority to their Committees. This is an important point because it means that the standing committee system in each of the cities have the authority to make certain decisions on behalf of Council.
- The meeting frequency of committees varies among the cities. In Calgary (with the exception of the Priorities and Finance Committee) Regina, and Winnipeg (with the Exception of the Executive Policy Committee) the Standing Committees meet once per month.
- All cities have established a Community Services Committee to handle matters related to social, arts, culture and recreation programs and services.

- Calgary and Edmonton are the only two cities who have established a Transportation Committee, whereas Regina and Winnipeg have established a Public Works Committee.
- Calgary and Edmonton are the only two cities who have established a Utility Committee. This is largely because these cities are shareholders in prominent electrical utilities (Enmax in Calgary and EPCOR in Edmonton).

So, what might the preceding research, trends and observations mean to Saskatoon City Council? Does the research stimulate the need for City Council to undertake a review and realignment of the structures and functions of its existing Standing Committee system?

Indeed, the answers to these questions ultimately lie with City Council. However, the growth and change occurring in the community, the changing internal organizational structure of the City (particularly the creation of new business and service lines) and the emergence of and growing importance on transportation issues, for example, may provide the impetus for a renewal of Council's committee system.

The systems adopted by the cities examined in this report provide a sample of some potential ideas for a Standing Committee system that may better serve the public policy function of City Council. This document does not recommend any of the templates, but it does suggest that these structures are worth exploring to enhance the policy making process of the City.

Recommendations for a New Council and Committee Governance Model

Based on previous presentations to, and discussions with, the Executive Committee, City Council shall instruct the City Solicitor to amend Bylaw No. 8198, *The Council and Committee Procedure Bylaw, 2003* and any related Bylaws, such that:

- (1) Council establish a "Regular Meeting" and a "Public Hearing Meeting" of Council to be held on the same day, typically the fourth Monday of each month except for the following:
 - a. No Council or Committee meetings to be held in the month of July.
 - b. All Council and Committee meetings to be held in the same week in the month of August.
 - c. Council meets on the third week of the month in December.
- (2) The Regular Meeting of Council shall commence at 1:00 pm and conclude at 5:00 pm, and the Public Hearing meeting shall commence at 6:00 pm and conclude no later than 11:00 p.m. on the days in which Council meets.
- (3) Any unfinished business from a Regular Meeting of Council shall be considered at 1:00 pm on the day following a Regular Council Meeting.
- (4) Speakers are permitted to speak to Council to only those items that are placed on the Agenda of the Regular Council and/or Public Hearing meetings.
- (5) Proclamations are to be considered on the Agenda of the Public Hearing meeting of Council.
- (6) Council adopt a Consent Agenda for Regular Council and Committee meetings.
- (7) The Mayor shall remain in the Chair and preside over all activities during Regular Council and Public Hearing meetings.
- (8) Council hold an "Organizational Meeting of Council" at its first meeting in the month of November to make appointments to committees and boards.
- (9) Council maintain the Executive Committee, composed of all members of Council and that the Committee typically meets on the third Monday of each month.
 - a. All regular Executive Committee meetings shall commence at 1:00 pm and conclude not later than 6:00 pm, unless unanimous consent is granted to extend the meeting time.
 - b. From time-to-time, or as needed, a Special Executive Committee meeting may be called by the Chair.

- (10) Council dissolve the current standing committees and adopt four standing policy committees, named as:
 - a. Standing Policy Committee on Transportation
 - b. Standing Policy Committee on Environment & Utilities
 - c. Standing Policy Committee on Finance and Corporate Services
 - d. Standing Policy Committee on Planning, Development, and Community Services
- (11) The Executive Committee and all Standing Policy Committees shall be permitted to hold both public and in camera meetings.
- (12) For the Executive Committee and all Standing Policy Committees, establish a mandate and terms of reference.
- (13) Designate the appropriate administrative support to the Executive Committee and Standing Policy Committees.
- (14) The Standing Policy Committees typically meet on the first and second Monday of each month, subject to statutory holidays and/or national and provincial association meetings/conferences.
- (15) The Standing Policy Committees shall meet at either 9:00 am or 2:00 pm on the days in which they are scheduled to meet.
 - a. Meetings commencing at 9:00 am shall conclude not later than 1:00 pm, unless unanimous consent is granted by the Committee to extend the meeting time.
 - b. Meetings commencing at 2:00 pm shall conclude not later than 6:00 pm, unless unanimous consent is granted by the Committee to extend the meeting time.
- (16) All Standing Policy Committees consist of five members of Council, with the Chair of the Standing Policy Committee to be chosen by the members of that Committee.
- (17) No Councillor may serve as Chair of more than one Standing Policy Committee in any year.
- (18) Subject to the legislative restrictions as enunciated in *The Cities Act*, Council delegate decision making authority to the Standing Policy Committees.
- (19) All Standing Policy Committee meetings are held in Council Chambers.
- (20) Permit members of the public to address the Standing Policy Committees on items placed on the meeting agenda and/or items not on the agenda, but conform to the mandate of the Committee.
- (21) All public portions of Council and Committee meetings shall be broadcast either through television or live streaming through the internet.

2014

May						
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25	26	27	28	29	30	31

June						
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29	30					

July						
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August						
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31						

September						
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November						
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30						

December						
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28	29	30	31			

Holiday
Transportation Committee 9:00 a.m. – 1:00 p.m.
Utilities Committee 2:00 p.m. – 6:00 p.m.
Planning, Development & Community Services Committee 9:00 a.m. – 1:00 p.m.
Finance & Corporate Services Committee 2:00 p.m. – 6:00 p.m.
Executive Committee 1:00 p.m. – 6:00 p.m.
City Council 1:00 p.m. – 11:00 p.m.
FCM Conference Budget Review – 1:00 – 6:00 p.m.
* No meetings in July
* Each Committee has 5 members with the Mayor as ex officio except Executive Committee is all members of Council
*9 a.m. start



--- City of ---
Saskatoon

AGENDA

COMBINED MEETING OF CITY COUNCIL

TO BE HELD DATE, 2014

IN THE COUNCIL CHAMBER

Meeting Commences: 1:00 p.m.

Break: 5:00 p.m. to 6:00 p.m.

Recess 15 minutes: Following public hearings

Continuation of Regular Agenda: Following public hearings

Adjournment: 11:00 p.m.

Unfinished Items: Following day at 1:00 p.m.

Recess: 3:00 p.m. to 3:15 p.m.

Public Hearings: 6:00 p.m.

REGULAR AGENDA

1. National Anthem and Call to Order
2. Confirmation of Agenda
3. Adoption of Minutes
4. Public Acknowledgements
5. Consent Agenda
6. Urgent Business/Matters of Particular Interest
7. Reports from Administration and Committees *(including delegations speaking to a report item and bylaw consideration)*
8. Question and Answer Period
9. Enquiries
10. Motions

11. Giving Notice

12. Communications/Petitions

13. In Camera Session (optional)

PUBLIC HEARING AGENDA – 6:00 P.M.

1. **Land Use, etc. (*includes consideration of Bylaws*)**
2. **Matters Requiring Public Notice**
3. **Proclamations**

REGULAR AGENDA – CONT'D (IF NECESSARY)

1. **Continuation of Unfinished Business from Regular Agenda.**
2. **Adjournment**