
Governance Review – Advisory Committees – Governance Structure

Recommendation

That the Governance and Priorities Committee recommend to City Council that:

1. The following existing Advisory Committees be dissolved and disbanded effective January 1, 2019:
 - a. Advisory Committee on Animal Control;
 - b. Street Activity Steering Committee;
 - c. Cultural Diversity & Race Relations Committee; and
 - d. Traffic Safety Committee;
2. The following new Advisory Committees be created effective January 1, 2019:
 - a. Diversity, Inclusion & Equity Advisory Committee; and
 - b. Advisory Committee on Community Wellness and Safety;
3. The Naming Advisory Committee be renamed and a different model selected as directed by City Council;
4. The Social Services Subcommittee no longer be classified as an Advisory Committee;
5. Each Advisory Committee report through a specified Standing Policy Committee or through the Governance and Priorities Committee as detailed in Attachment #1 to this report;
6. Membership of each Advisory Committee include at least one post-secondary student between the ages of 18 – 25 years to engage and involve local youth on issues within the purview of the Advisory Committees' mandates;
7. Members of City Council not be appointed to Advisory Committees;
8. Members of the Administration to attend Advisory Committees be specifically defined in the Terms of Reference and identified as non-voting resource members;
9. Standing Policy Committees have the ability to form ad hoc Advisory Committees in addition to the standing Advisory Committees;
10. Advisory Committees maintain the ability to form subcommittees of existing members;
11. The Leadership Team Governance Subcommittee report further on:
 - a. Bylaw and policy amendments required to implement the proposed Advisory Committee structure;
 - b. Recommended changes to the Terms of Reference, including mandates and composition of the respective Advisory Committees; and
 - c. Outstanding inquiries referred to the Leadership Team Governance Subcommittee.

Topic and Purpose

This report is the second in a series of reports respecting the Governance Review of the City's Advisory Committees, Controlled Corporations, Business Improvement Districts ("BIDs") and other agencies, boards and commissions.

The focus of this report is to provide information and seek direction from Council in respect of the general governance structure of City of Saskatoon Advisory Committees.

Strategic Goals

This report supports the Strategic Goals of Continuous Improvement and Quality of Life as it supports City Council in providing good governance to the citizens of Saskatoon.

Background

At the February 13, 2017 meeting of the Governance and Priorities Committee ("GPC"), the Committee resolved:

"that the project parameters for the review of governance structures, models, practices and procedures of Advisory Committees, Controlled Corporations, Business Improvement Districts and any other agency, board or commission established by the City of Saskatoon be approved."

In Phase One of the governance review, the approved project parameters provide that the Leadership Team Governance Subcommittee ("Governance Subcommittee") will provide recommendations respecting a general governance model for Advisory Committees.

Also referred to the Governance Subcommittee are a number of matters related to the Advisory Committee review:

- At its Regular Business Meeting held on January 26, 2015, City Council resolved, in part:
 - "That the Administration report back to the appropriate body with information about a transit advisory committee".
- At its Regular Business Meeting held on October 26, 2015, Councillor Hill made the following inquiry:
 - "Would the Administration please report on what work, if any, has been done in the past with respect to a City of Saskatoon Youth Council/Advisory Committee.

Please include the Administration's thoughts on how such a committee could be considered in the future. The report should include information on like sized communities in Canada and please include a review of Kindersley, SK and their Youth Council.

Suggested areas of review are FCM Youth Engagement Handbook, Ontario Youth Council Toolkit, The Canadian Coalition of Youth Councils to name a few";

Other matters referred to the Governance Subcommittee in relation to the Advisory Committee review are more properly considered in Phase Two of the reporting when policy and bylaw amendments are considered, as well as amendments to the Terms of Reference, including composition and qualifications for the individual Committees; both continuing and newly created or amalgamated.

Report

Saskatoon City Council has established a number of Advisory Committees pursuant to *The Cities Act* and Part V of *The Procedures and Committees Bylaw No. 9170*. Currently, there are ten: Advisory Committee on Animal Control, Municipal Heritage Advisory Committee, Naming Advisory Committee, Cultural Diversity and Race Relations Committee, Saskatoon Environmental Advisory Committee, Social Services Subcommittee, Traffic Safety Committee, Public Art Advisory Committee, Saskatoon Accessibility Advisory Committee and Street Activity Steering Committee.

Advisory Committees are generally made up of volunteer members of the public and stakeholder organizations appointed by City Council. They are to provide unbiased policy advice to municipal government on a range of municipal issues and processes within the mandate of the respective Committees. Advocacy or the championing of a particular issue is generally not the purpose of an Advisory Committee. Citizen appointments to Advisory Committees are the responsibility of City Council, in accordance with *Policy No. C01-003, Appointments to Civic Boards, Commissions, Authorities and Committees Policy*.

Each of the City of Saskatoon Advisory Committees provides advice to Council, through a Standing Policy Committee (“SPC”) on policy matters related to that Committee’s mandate. Currently, no Advisory Committee reports directly to GPC. Membership numbers range from five to 18, including volunteer members of the public, members of Council, the Administration and other levels of government and stakeholder organizations. The terms of appointment range from a minimum of one year to a maximum of six years, at Council’s discretion.

1. Advisory Committees - Other Jurisdictions

As part of its review, the Governance Subcommittee considered a sampling of other jurisdictions, including Edmonton, Calgary, Winnipeg, Regina and London. Similar to Saskatoon, all of those jurisdictions currently have Advisory Committees that provide advice and make recommendations to their Councils on policy matters within their respective mandates. The number of Advisory Committees and topic areas vary depending on jurisdiction, with London having 13 Advisory Committees, and Winnipeg only four. Likewise, all Advisory Committees in other jurisdictions report to a SPC or other Committee of Council on an annual basis, or as otherwise directed by Council. Terms of appointment range across jurisdictions from one to four years, with the most common being two or three year terms with a maximum of six consecutive years.

Membership composition in other jurisdictions is also similar to Saskatoon’s model. The number of volunteer public members ranges from five to 25 and includes citizens at

large from various sectors, with varying qualifications dependent on the type of Advisory Committee. Of the five jurisdictions surveyed, only two appoint members of Council, and three appoint members of the Administration. However, members of the Administration are largely non-voting, acting as resources for the benefit of the Committee. For an overview of the cross section of jurisdictions, please see Attachment #2 to this report. Attachment #3 to this report provides a summary of the particulars of each Advisory Committee within each of the jurisdictions surveyed.

2. Advisory Committee Engagement

In addition to considering the practices of various jurisdictions across Canada, the Saskatoon Advisory Committee Chairs were contacted for feedback on the current structure and functioning of the individual Committees. In brief, the feedback demonstrates that:

- Having a member of Council on the Committee is encouraged and valued.
- Having a member of Council from the SPC to which the Committee reports is beneficial.
- Having representation from the Administration is essential.
- The size of the Committees are manageable, although there was some discussion about gaps in representation from stakeholder groups and a lack of diversity.
- The terms of appointment are appropriate.
- It would be prudent to review and revise the mandates of at least some of the Committees;
- The ability to establish subcommittees is beneficial as this is where the bulk of work is completed.
- Submitting an annual report to a SPC is welcome:
 - Would like opportunity to have more contact to foster connection with Council.
- The location, time and frequency of meetings is appropriate.
- Standard orientation and training would be welcome:
 - Suggested topics included governance, roles, responsibilities and reporting, ongoing City initiatives and mandate review.
- The application process is satisfactory but not necessarily accessible to all.
- Not opposed to participation in recruitment process but unaware of what role the Committee might play.
- It is the Chair's responsibility to deal with or report problematic members.
- Benefits offered or lack thereof do not seem to be a barrier to public participation.

Attachment #4 to this report contains a detailed account of the feedback received from the Committee Chairs.

3. Inquiry Response - Saskatoon Transit Advisory Committee

The City of Saskatoon previously had a Transit Advisory Committee which was dissolved in 1995. Of the jurisdictions surveyed in preparation of this report, the City of Edmonton is the only jurisdiction which has an Advisory Committee responsible to provide advice and recommendations in respect of issues such as ridership, service levels and routing. All jurisdictions, however, have Advisory Committees that consider

accessibility issues in respect of public transportation. Attachment #5 to this report contains a more comprehensive review of the mandate and history of Saskatoon's Transit Advisory Committee.

In 1995, it was determined that public input with respect to transit system issues was being adequately achieved through the Administration. Given the public engagement resources currently available to and utilized by Saskatoon Transit, it is recommended that a Transit Advisory Committee not be re-established at this time. Saskatoon Transit holds regular events and initiates public feedback to obtain customer insights and ideas. Engagement activities include on-bus surveys, open houses and online discussions. Customer feedback is also invited online and in-person at Transit's Customer Service location. The Director of Saskatoon Transit also advises that Saskatoon Transit engages monthly with the Bus Riders of Saskatoon, an advocacy group that advocates for better public transportation in Saskatoon. Accessibility to public transportation issues are and would continue to be considered by the Saskatoon Accessibility Advisory Committee.

4. Inquiry Response - Saskatoon Youth Council Advisory Committee

Based on a review of the City's files, it appears that in 2014, the City Clerk's Office compiled research into Youth Council Advisory Committees in other jurisdictions. That research is being considered in the context of this report.

A number of jurisdictions have established Youth Council Advisory Committees, including the Town of Kindersley, the cities of Regina and Edmonton and places in Ontario. Attachment #5 to this report provides select details of the structure and mandate of Youth Advisory Committees in the noted jurisdictions.

Saskatoon City Council has the jurisdiction to create a Youth Council Advisory Committee. Generally speaking, the purpose of establishing such a Committee is to provide a voice for youth in the community and encourage participation in community issues which affect them. A review of Attachment #6 to this report demonstrates that while the mandates of the Committees are similar in nature, there is variation in the composition and selection process. What is also apparent from the research, is that members of Council and the Administration typically provide a level of mentorship and guidance beyond that provided to other Advisory Committees.

The parameters of a Saskatoon Youth Council Advisory Committee will inform the establishment of any such Committee. The types of initiatives that Council wishes youth input on, for example, will inform the purpose, mandate and age range of youth that Council wishes to engage. This will further inform the selection process and criteria for participation and the best way to attract youth to participate. Prior to further pursuing this idea, the Governance Subcommittee would require direction from Council as to whether it is interested in the establishment of a Youth Council Advisory Committee in light of the significant support and mentorship that would be required and to provide some direction as to its vision for such a Committee.

Alternatively, City Council could engage youth by means short of establishing a Youth Council Advisory Committee. For example:

- Section 56.1 of *The Cities Act* permits Council to appoint a “youth member” to sit with Council and participate in its deliberations for a term and on conditions that Council may decide. The youth member must be younger than 18 at the time of appointment, shall not be counted for the purposes of determining quorum or in deciding a vote. However, a youth member would provide a youth perspective on community issues affecting the youth population.
- Similarly, short of establishing a Youth Council Advisory Committee, City Council could consider appointing a youth member to any or all of its existing Advisory Committees to invite a youth perspective. In the City of London, for instance, nine of its 13 Committees have non-voting youth representation; in some cases post-secondary school representation (18 to 25 years) and in two others, secondary school representation from both School Boards. This alternative would actively engage more youth with interests in a variety of areas. For this reason, this option is being recommended.

5. Recommended Changes to the Current Advisory Committee Structure

Considering both the practices of other jurisdictions and the Advisory Committee Engagement conducted, the Governance Subcommittee recommends the following in respect of the structure of Saskatoon’s Advisory Committees:

- **Committee Structure**
 - Reconfigure Advisory Committees resulting in a reduction of the total number.
 - Dissolve the Animal Control Advisory Committee (“ACAC”):
 - A similar stand-alone Advisory Committee is not a best practice considering the jurisdictions surveyed, except for London, where the mandate is broader and includes animal welfare issues, which in Saskatchewan are within the jurisdiction of the Province.
 - The City’s Community Services Department oversees animal control and dangerous animal issues and has resources to engage stakeholders.
 - In the event City Council requires advice and desires engagement beyond that which can be achieved through public engagement initiated by the Administration, the SPC on Planning, Development and Community Services could request the establishment of an ad hoc Committee to address a particular issue.
 - Dissolve the Cultural Diversity and Race Relations Committee (“CDRRC”) and create a new Diversity, Inclusion & Equity Advisory Committee:
 - The jurisdictions surveyed indicate best practice is to have some sort of diversity-based Advisory Committee. In Calgary and Edmonton, the Advisory Committees are focused on a single diversity issue (Aboriginal and women’s issues respectively), while other jurisdictions have broader mandates.
 - It is anticipated that this new Advisory Committee would have a more robust mandate than the current CDRRC and could help City Council achieve its goal to promote a multi-cultural and diverse City and recognize the diversity of its citizens.

- Creation of the Terms of Reference would necessitate review and revision of *Policy C10-023, the City's Cultural Diversity and Race Relations Policy*.
- Dissolve the Traffic Safety Committee:
 - A similar stand-alone Advisory Committee is not a best practice considering the jurisdictions surveyed, except for London which has both a Cycling Advisory Committee and a Transportation Advisory Committee whose mandate is tied to the city's Transportation Master Plan.
 - Saskatoon already has a SPC dedicated to Transportation.
 - In the event City Council requires advice and desires engagement beyond that which can be achieved through public engagement initiated by the Administration, the SPC on Transportation could request the establishment of an ad hoc Committee to address a particular issue.
 - There already exists an Active Transportation Working Group with a diverse membership established under the Active Transportation Plan to provide advice and feedback to City Administration in formulating recommendations on implementation of the Plan. This is a significant public engagement tool.
 - Alternatively, the Traffic Safety Committee could be dissolved and replaced with a Transportation Advisory Committee which would have a more robust mandate than the current committee to consider all road users, including users promoting active transportation. There could be some overlap in composition of the Active Transportation Working Group and a Transportation Advisory Committee.
 - Assuming a separate Transit Advisory Committee is not created, transit system issues could be included in the mandate of a more robust Transportation Advisory Committee if one were established.
- Dissolve the Street Activity Steering Committee ("SASC") and replace with the Community Wellness and Safety Advisory Committee:
 - This Committee in its current form is not a traditional Advisory Committee. Its purpose was to create and implement the Community Service Program ("CSP") which is now a permanent program.
 - Of the jurisdictions surveyed, there is no similar or equivalent Committee. However, Regina and London have Advisory Committees with mandates dealing with community safety and crime prevention.
 - The day-to-day administration of the CSP is conducted by the Downtown BID in accordance with the terms of a contract between the City and the BID. The contract does prescribe some obligations of the SASC. However, the term of the current contract expires December 31, 2018, which coincides with the changes recommended in this report.
 - A Terms of Reference for a Community Wellness and Safety Advisory Committee will be developed, with a more robust mandate than the current SASC. The Community Service Supervisor currently reports through the SASC semi-monthly. It is proposed that administration of the contract continue by the Downtown BID and that the Community Service Supervisor report to the SPC on Planning, Development and Community Services; which Committee would be responsible to refer matters to the

- newly created Community Wellness and Safety Advisory Committee for consideration.
- Further, later phases of the Governance Review include a review of the BIDs. Mechanisms to bring forward common concerns and issues in relation to street activity and experiences in those areas could be considered as part of that review.
- Naming Advisory Committee:
 - By definition, the current structure and functioning of the Committee is not *per se* advisory in nature.
 - Best practices demonstrate that one of two models is popular:
 - Council/Administration Working Groups:
 - This would be similar to Saskatoon’s current structure, however, having the Mayor responsible for naming is a distinct feature of Saskatoon’s model; or
 - True Advisory Committee with public representation similar to Saskatoon’s other Advisory Committees.
 - As an alternative to these models:
 - A working group similar to the Active Transportation Working Group could be created to inform the Administration with respect to recommendations to GPC for consideration and eventual approval by City Council; or
 - A Standing Subcommittee of Council could be created (similar to the Personnel Subcommittee) to make naming recommendations to Council. Civic Administration could simply act as a resource to this Standing Subcommittee.
 - Variations of the proposed options appear to be used in other jurisdictions. Any of the options could potentially work in Saskatoon. Regardless, further consideration of the intake process to attract a wider variety of nominations or applications from the public may be worth considering.
 - Pursuing any changes to the current model would necessitate review and revision of the Terms of Reference, including mandate and composition and *Policy No. C09-008, Naming of Civic Property and Development Areas Policy*.
 - Maintain the Social Services Subcommittee but remove it as an Advisory Committee, as it is a quasi-adjudicative or functional Committee, as opposed to a traditional Advisory Committee.
 - Based on a consideration of best practices of the other jurisdictions surveyed, all other Advisory Committees to be maintained.
 - Terms of Reference, including mandate, composition and qualifications to be reviewed and revised as appropriate for all existing, newly created or amalgamated Advisory Committees for consideration by City Council in future phases of the Governance Review.
 - Maintain ability for Advisory Committees to form Subcommittees of existing members.

- GPC or SPCs to have the ability to strike ad hoc Advisory Committees on particular issues or topic areas outside the scope of expertise of an existing Advisory Committee or where there is no appropriate Advisory Committee.
 - Amendments to Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014* enabling GPC or the SPCs to strike such Committees will be brought forth in later phases of the Governance Review. Terms of Reference for each ad hoc Committee defining the distinct mandate, composition and reporting deadline of the Committee would be developed as necessary.
- **Composition**
 - Representation on the Advisory Committees should not include a member of City Council:
 - Best practices of the larger cities (Calgary and Edmonton) surveyed indicate that Council members do not sit on Advisory Committees. However, two of the five jurisdictions do; but one is the City of Regina that is also currently engaged in a governance review.
 - While interviews with Committee Chairs indicated a benefit in having a member of Council sit on each Advisory Committee in order to encourage a connection with City Council, it is suggested that redefining and reorganizing Terms of Reference, including mandates and composition to provide more clearly defined direction for each Committee, would encourage the referral of matters by City Council to the Advisory Committees for consideration and input, leading to an increased connection between the Advisory Committees and City Council.
 - Adding a youth member to the composition of each Saskatoon Advisory Committee would bring a youth perspective to the meetings and discussions.
 - A more detailed review of the Committee composition, including the size of the Committees and stakeholder representation, qualifications and diversity of membership will be considered in future phases of the Governance Review. The role Advisory Committees may have in the recruitment process will also be considered at that time.

6. Future Reporting

The project Terms of Reference for the Governance Review contemplate at least two phases of reporting. The first phase is intended to seek direction from City Council as to the general governance structure desired for each of Saskatoon Advisory Committees, Controlled Corporations, BIDS and other committees or boards on which members of City Council currently sit. Reporting in the second phase is intended to identify and introduce policy and bylaw amendments required to implement Council's desired governance model. In addition, updated Terms of Reference and other accompanying documents will be considered in future reporting on the Governance Review.

This report on the structure and reporting of Advisory Committees is the second report in the series of reports City Council can expect as a part of the Governance Review. Review of the existing governance model for Saskatoon's Controlled Corporations and

recommendations for change is anticipated as the next Governance Review report for presentation to City Council.

Options to the Recommendation

GPC could recommend to City Council to maintain the current structure of Advisory Committees. Considering the results of the research and engagement, this option is not recommended. Changes to the Advisory Committee structure being recommended are in accordance with the practices in other jurisdictions and the feedback received from the Advisory Committee engagement.

Alternatively, GPC could recommend variations of the dissolution, amalgamation and creation of Advisory Committees.

Public and/or Stakeholder Involvement

Existing Chairs for each of the Advisory Committees were contacted for information and feedback on the current Advisory Committee model (see Attachment #3).

Communication Plan

If the recommendations are adopted, a plan for education and communication in respect of the changes would be required and formulated prior to implementation.

Policy Implications

Adoption of the recommendations in this report will necessitate bylaw and policy amendments. Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014* will require amendment to reflect the change in Advisory Committees and mandates. Amendments to *Policy C10-023, The Cultural Diversity and Race Relations Policy* and *Policy C09-008, the Naming of Civic Property and Development Areas Policy* would also be required. Similarly, amendments to *Policy C01-003, Appointments to Civic Boards, Commissions, Authorities, and Committees* may be forthcoming to reflect changes to the appointment process. Phase Two will also consider the current City of Saskatoon Code of Conduct for Members of Civic Boards, Commissions, Authorities and Committees which may give rise to further amendments to Policy C01-003.

Revised Terms of Reference will be necessary, and potentially standard form documentation for the recruitment process. Other policy implications may be identified as the Governance Review progresses. Further reporting on this area is anticipated in Phase Two of the project.

Public Notice

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

Attachments

1. Proposed Structure - Saskatoon Advisory Committees
2. Characteristics of City Advisory Committees – Overview
3. City Advisory Committees – Particulars
4. Advisory Committee Chair Engagement Results
5. Saskatoon Transit Advisory Board – History and Other Jurisdiction Practices
6. Youth Council Advisory Committee – Other Jurisdictions

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