

## PROPOSED COUNCIL COMMITTEE GOVERNANCE MODELS AND MEETING EFFICIENCIES

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### EXECUTIVE SUMMARY

Council directed the City Clerk to review those Council Committees with Member of Council appointments. The City Clerk's Office conducted a Council Committee Governance Review between 2016 March and 2016 June. This Report provides a summary of the Council Committees Governance Review outcomes, highlights opportunities, presents two proposed future state Council Committee governance models for The City of Calgary, and requests Council's approval to proceed with bringing forward adjustments to the current Council Committee governance model.

### CITY CLERK'S RECOMMENDATION(S)

That the Legislative Governance Task Force recommend that Council:

1. Consider either Alternative 1, or the Alternative 2 scenario for a new Council Committee governance model effective 2017 January 01, and direct the Law Department to return to the 2016 September 12 Combined Public Hearing of Council with necessary amendments to the Procedure Bylaw 44M2006;
2. Direct the City Clerk to forward stakeholder engagement results on Audit Committee quorum to the Audit Committee's Executive Assistant for assessment and potential inclusion in Bylaw 48M2012;
3. Direct the City Clerk, Administration, and the Gas, Power and Telecommunications Committee to further investigate the future state of this Council Committee and return to Council with recommendations no later than Q2 2017; and
4. Forward this Report as an item of Urgent Business to the 2016 July 25 Regular Meeting of Council.

### PREVIOUS COUNCIL DIRECTION / POLICY

At its Meeting held 2014 November 14, in considering the Recommendations of the Ward Boundary Commission, Council adopted the following motion:

REFER, Moved by Councillor Woolley, that Administration Recommendation 7, contained in Report WBC2014-0772, be referred as follows, to Administration, **after amendment, by deleting the words "at the 2014 October 20 Organizational Meeting" following the word "Establish"**, until there is a report back relative to decentralization, and further, how Council would proceed with this Committee at that time:

"7. Establish a Task Force (Committee on Committees) to examine the committees to which Council appoints Members and report back to Council through Legislative Governance Task Force no later than June 2015 with implementation on adopted recommendations at the Organizational Meeting in 2015 October." And further, that the report return to a Special Strategic Planning Meeting of Council in Q3 2015."

Further, at its Meeting held 2015 July 27, Council referred Recommendation 7 of the Ward Boundary Commission (WBC2014-0772) to the 2015 September 08 Meeting of the Legislative Governance Task Force for consideration and recommendation to Council.

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At its Meeting held 2015 September 28, Council adopted Recommendations contained in Report LGT2015-0741 as follows:

- "1. File Recommendation 7 of the Ward Boundary Commission Report WBC2014-0772; and
2. Council direct Administration to add a review of Committees, to which Members of Council are appointed, to the Legislative Governance Task Force Work Plan, and return to the Legislative Governance Task Force with timeline recommendations and the resource commitments required".

On 2016 March 01, the Legislative Governance Task Force approved a Council Committee Governance Review Framework, with the purpose of assessing the existing Council Committee governance model and developing recommendations with respect to where adjustments may be necessary.

### **BACKGROUND**

The intended outcomes of the Council Committee Governance Review included:

1. a Council Committee governance model that aligns with current Council Priorities, the *Action Plan 2015-2018*, and the Leadership Strategic Plan: Contract with Council,
2. a review of the Terms of Reference for each Council Committee with Councillor Membership,
3. a review of meeting management efficiencies and effectiveness, and
4. adjustments to the Council Committee governance model adopted at the 2016 Organizational Meeting of Council.

The Council Committees within scope of review included:

1. Standing Policy Committees (SPCs):
  - o SPC on Community and Protective Services
  - o SPC on Transportation and Transit
  - o SPC on Planning and Urban Development
  - o SPC on Utilities and Corporate Services
2. Priorities and Finance Committee (PFC)
3. Special Committees and any Other Committees as identified during the review:
  - o Gas, Power and Telecommunications Committee
  - o Intergovernmental Affairs Committee
  - o Land and Asset Strategy Committee
4. Legislative Governance Task Force

Although not in scope, given that they were referenced during stakeholder engagement sessions, the Legacy Parks Fund Steering Committee, Nominations Committee and Strategic Council Meetings were added at later stages of the Council Committee Governance Review.

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

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A review of the existing Council Committee governance model and stakeholder engagement revealed the following five main themes:

1. *Workload*: workload between the four SPCs and the Special and Other Committees is not evenly distributed, Meeting durations vary significantly, and cancellations are common for some Council Committees (Attachment 1). Stakeholders expressed a desire for a fair and equitable division of workload between Council Committees.
2. *Coordination*: the current governance model does not facilitate coordination to deal with cross-Departmental capital and infrastructure projects. While PFC and Strategic Council Meetings do provide opportunity for cross-Departmental coordination, stakeholders also expressed the need for public input on cross-Departmental projects which both PFC and the Strategic Council Meetings do not permit under the Procedure Bylaw 44M2006 without the passage of a motion to permit public presentations.
3. *Amalgamation*: although not consistent, amalgamation of existing Council Committees was suggested during stakeholder engagement sessions. Stakeholders stated that there are too many Council Committees at The City and too much duplication of Administration's resources. In comparison to the other jurisdictions surveyed, The City of Calgary has the most Council Committees.
4. *Governance*: items related to governance are dispersed among four existing Council Committees, and Council also establishes Council Committees for the selection and appointment of public members to Boards, Commissions and Committees and personnel. Establishing additional Council Committees for governance related matters presents challenges in drafting corresponding Terms of Reference and scheduling.
5. *Strategic Council Meetings*: the Strategic Council Meetings are not always utilized for items considered as truly strategic in nature, which can result in an inefficient use of Council's time. The majority of stakeholders interviewed questioned the continued need for Strategic Council Meetings in the future.

With the above themes taken into consideration, the City Clerk's Legislative Division prepared two future state governance models for The City of Calgary.

### ALTERNATIVE 1 (Attachment 2)

#### STANDING POLICY COMMITTEES

Based on the stakeholder feedback, it is recommended that Council maintain the existing number of four SPCs. The existing practice of ensuring that each Councillor serves on two SPCs (Section 12, Procedure Bylaw 44M2006, as amended) was favoured by stakeholders and is recommended. Outlined below is the rationale for adjustments, if any, for each SPC as well as new Council Committees for consideration:

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1. *SPC on Community and Protective Services*: stakeholder engagement confirmed that the existing SPC's mandate, powers, duties and functions are relevant and appropriate. Further, stakeholders identified an opportunity for amalgamation of this SPC with the Legacy Parks Fund Steering Committee. A review of Legacy Parks Fund Steering Committee demonstrated that from 2015 January to 2016 May, the Committee met five times for a total of five hours (Attachment 1). Given the Agenda size, meeting frequency, subject matter of the Legacy Parks Funds Steering Committee, and the presence of the same General Manager at both meetings, it is recommend that these Council Committees be amalgamated. The proposed amalgamated mandate is detailed in Attachment 2.
2. *SPC on Transportation and Transit*: maintain the existing mandate, powers, duties and functions. A review of past Meetings demonstrates that this is the busiest SPC in terms of meeting duration and workload. The City Clerk's Office explored potential amalgamation of items from transportation, planning and utilities; however, majority of stakeholders did not favour amalgamation of this SPC with any other Council Committee. Rather, stakeholders expressed concern that if this SPC were to be amalgamated with any other Council Committee, the workload might become unmanageable. Throughout stakeholder engagement, the need for greater integration and coordination, along with public input, when dealing with cross-Departmental matters was expressed. Given that the Council Calendar includes the Strategic Council Meetings, there is an opportunity to forward strategic and cross-Departmental capital and infrastructure Agenda items to the Strategic Council Meetings.
3. *SPC on Finance and Corporate Services*: revise the existing mandate of SPC on Utilities and Corporate Services by removing matters related to utilities and replacing with matters related to finance. Stakeholder engagement identified a lack of synergy between the portfolios of utilities and corporate services. Corporate services items generally were presented at PFC given its mandate and the presence of the Chief Financial Officer. Further, there was no place within the existing governance model for finance items where public input was desired. While PFC provides oversight for financial items, as does the Strategic Council Meeting, stakeholders raised questions about finance items of narrower and more operational scope.

In addition, stakeholder engagement identified an opportunity to merge the Land and Asset Strategy Committee with one of the SPCs to better deliver on the priority areas of real estate and investment. Following a review of all Council Committees, it was determined that within the proposed governance model, this SPC would be the best fit for amalgamating with Land and Asset Strategy Committee. While concern was expressed about the need for In-Camera discussions related to land and assets, that concern can be alleviated by utilizing the In-Camera portion of the SPC Agenda in accordance with the Procedure Bylaw 44M2006, as amended. Creating a Council Committee on finance, assets and corporate structure/personnel would also support the City Manager's strategic alignment with respect to the tracking of capital spending and ensuring staff resources are better positioned to deliver projects on time, on budget and

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within scope (2016 January 18 Strategic Alignment to Deliver on Council Direction Briefing note). The proposed mandate for this new SPC is detailed in Attachment 2.

4. *SPC on Planning, Environment and Utilities*: revise the existing mandate of SPC on Utilities and Corporate Services by replacing corporate services with matters related to planning and urban strategy. Stakeholder engagement identified that the SPC on Planning and Urban Development meeting agendas have been decreasing over time partly due to completion of many planning projects and partly due to the regularly scheduled Strategic Council Meetings. While stakeholder feedback was not consistent on whether better synergies exist between planning/utilities and utilities/corporate services, there was general agreement that the workload on SPC on Planning and Urban Development and SPC on Utilities and Corporate Services is lighter, by comparison to other SPCs (Attachment 1), and that change was desirable. Lastly, given that the Council Calendar includes the Strategic Council Meetings, there is an opportunity to forward strategic and cross-Departmental Agenda items to that Agenda. The proposed mandate for this new SPC is detailed in Attachment 2.

### STANDING SPECIALIZED COMMITTEES (Currently known as Special and Other Committees)

Following consultations, it is recommended to make adjustments to the Special Committees. In accordance with Section 28, Procedure Bylaw 44M2006, as amended, Meetings of Standing Specialized Committees would continue to be open to all Councillors who may take part in the discussion or debate, and may vote on Agenda items. The rationale with respect to the Standing Specialized Committees is detailed below:

1. *Audit Committee*: the Legislative Governance Task Force directed the City Clerk to review the Audit Committee, only with respect to quorum. City Clerk's Office collected feedback from stakeholders in terms of how quorum may be adjusted for improved meeting efficiency:
  - a. reduce the number of Councillors from three to two who count for quorum,
  - b. increase the number of public members who count for quorum,
  - c. both (a) and (b)
  - d. no change (quorum remains at 3 Councillors and 1 Citizen Member).

Options (a) and (c) received the majority of stakeholder support. Further, stakeholders commented that there is a need for more public member experts on the Audit Committee, meetings should be allowed to proceed without the defined quorum as Council is the decision-making authority, and that quorum should be set at four members, regardless of whether it is made up of Councillors or public members. A review of the Audit Committee Bylaw 48M2012 is currently underway by the Audit Committee. The City Clerk recommends that the results from the stakeholder engagement be forwarded to the Audit Committee's Executive Assistant for their assessment and potential inclusion in drafting Audit Committee Bylaw 48M2012 amendments.

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2. *Gas, Power and Telecommunications Committee*: maintain the existing mandate, composition and powers, duties and functions pending further review by Administration and members of the Gas, Power and Telecommunications Committee. Stakeholder engagement did not yield a decisive direction for the future state of this Council Committee and will require further engagement and analysis of risk. Specifically, stakeholders provided the following feedback:
  - a. public member experts should be included in the composition of this Council Committee (similar to the Audit Committee model),
  - b. Members of Council should not be included in the composition, and
  - c. opportunity exists for converting Gas, Power and Telecommunications Committee from a Council Committee to an Administration Committee without Council representation.
3. *Governance Committee*: Governance items are heard by four existing Council Committees (Intergovernmental Affairs Committee, Priorities and Finance Committee, the Legislative Governance Task Force, and the newly established Nominations Committee). While stakeholders confirmed the continued need for Council Committees to oversee governance and intergovernmental matters at The City, there was general agreement that this is an area where amalgamation could lead to meeting management efficiencies.

Aside from the newly formed Nominations Committee, meeting statistics are detailed in Attachment 1. A Council Committee focused on governance and working with The City's government partners would work to enhance The City's existing commitments to open, responsive, accountable and transparent municipal government (*Action Plan 2015-2018*). In addition, a Governance Committee would eliminate the need for the establishment of Selection Committees for personnel and Board, Commission and Committee appointment matters as they arise (e.g. Integrity Commissioner, Leadership of the Subdivision and Development Appeal Board) and corresponding development of the Council Committee's Terms of Reference. The proposed mandate for this new Governance Committee is detailed in Attachment 2.

### PRIORITIES AND FINANCE COMMITTEE

Following an assessment of the Terms of Reference, and receiving feedback from stakeholders, an opportunity to disband PFC was explored, based on the following:

- stakeholders expressed that as Strategic Council Meetings are regularly scheduled, PFC may no longer be required within the Council Committee governance model. Rather, the existence of both meetings generates uncertainty with respect to where priority and strategic items belong,
- PFC tends to be a "catch-all" Council Committee for The City. Attachment 4 provides a listing of the variety of Agenda items dealt with at PFC,
- the mandate is not fully utilized, and meetings are cancelled (Attachment 1),
- majority of items dealt with at PFC should be dealt with by other Council Committees (SPCs), and

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- public input on Agenda items was identified by stakeholders as desirable, particularly on items related to finance and major City projects.

While stakeholders did confirm that PFC provides an opportunity to obtain valuable strategic direction for Administration, others felt that this was the purpose of the Strategic Council Meeting. To operate in an effective manner, and reduce the amount of duplication between Council Committees and Council Meetings, stakeholders generally agreed that strategic direction on Council priority items should occur at either a Council Committee or at a Strategic Council Meeting. There was little support among stakeholders for both within a governance model at The City. Attachment 2 details a Council Committee governance model without a Priorities and Finance Committee.

### **ALTERNATIVE 2 (Attachment 4)**

When the City Clerk's Office presented Alternative 1 (Attachment 2) to the Administrative Leadership Team (ALT), ALT provided additional observations and feedback; specifically,

- little support for the proposed SPC on Finance and Corporate Services and the SPC on Planning, Environment and Utilities. While it is anticipated that the proposed governance model would lead to a more equitable workload in terms of meeting duration, ALT observed that the proposed model would see unnecessary duplication of Administration's resources,
- the workload for the current SPC on Planning and Urban Development is anticipated to increase over time,
- disbanding PFC will create a void in the proposed Council Committee governance model, and
- Administration is aware of the existing challenges with Strategic Council Meetings.

The original scope of the Council Committee Governance Review included Council Committees, and no scope of review was identified for Council Meetings. Accordingly, the adjustments developed in Alternative 1 included a Strategic Council Meeting. Throughout stakeholder engagement, the City Clerk's Office received feedback related to the Strategic Council Meetings:

- the Strategic Council Meetings are not well-defined, leading to meeting Agendas not being utilized for truly strategic purposes. Attachment 5 details the Strategic Council Meeting Agenda items since November 2015,
- majority of Agenda items are presented to Council as a Verbal Report (Attachment 5); consequently, Council has little opportunity to review Agenda items prior to the Strategic Council Meeting and engage in a meaningful strategic discussion with Administration,
- Strategic Council Meetings are not the preferable format for educational/training sessions, and
- return to previous practice of holding Special Meetings of Council in place of regularly scheduled Strategic Council Meetings.

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Taking the above feedback into account, as well as expanding the scope of the Council Committee Governance Review to include the Strategic Council Meetings, the City Clerk's Office developed a second alternative (Attachment 4). The variations between the two models (Attachment 2 and Attachment 4), as well as rationale, are outlined below.

### STANDING POLICY COMMITTEES

1. *SPC on Community and Protective Services*: No change between governance models.
2. *SPC on Planning and Urban Development*: maintain the existing mandate, powers, duties and functions. While a review of past meetings demonstrates relatively small meeting Agendas, Administration anticipates an increase in the number of reports over time in light of upcoming work, addition of Urban Strategy and the possible elimination of Strategic Council Meetings. Further, there was little support for the amalgamation of this SPC with utilities and environmental protection on the basis of Departmental governance and Administration's resources.
3. *SPC on Transportation and Transit*: No change between governance models.
4. *SPC on Utilities and Environmental Protection*: revise the existing mandate of SPC on Utilities and Corporate Services by removing matters related to corporate services. When the proposed governance model was shared with Administration, there was little support for amalgamating planning and utilities. While amalgamation of these areas would be anticipated to balance the SPC workload, there was little support for this proposal from stakeholders.

### STANDING SPECIALIZED COMMITTEES (Currently known as Special and Other Committees)

1. *Audit Committee*: No change between governance models.
2. *Corporate and Real Estate Services*: new Council Committee established by amalgamating the existing Land and Asset Strategy Committee and corporate services items currently within the mandate of the SPC on Utilities and Corporate Services and PFC. Stakeholders stated that the items on the Land and Asset Strategy Committee do not have a policy focus, and are better suited for a Standing Specialized Committee which recommends action to Council on a special set of Council issues. Amalgamating corporate services into one Council Committee will lead to enhanced effectiveness and efficiency. The proposed mandate for this new Council Committee is detailed in Attachment 4.
3. *Gas, Power and Telecommunications Committee*: No change between governance models.
4. *Governance Committee*: No change between governance models.



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5. *Priorities and Finance Committee*: maintain and revise the existing PFC mandate by removing items related to governance and corporate services. These adjustments will facilitate greater focus at PFC on financial planning and budgeting, as well as coordinating projects initiated by elected officials that require significant administrative resources. Further, this revised PFC mandate would facilitate a governance model for cross-Departmental capital and infrastructure projects, corporate strategies and corporate initiatives, permitting greater focus on matters of strategic importance to The City of Calgary. Further, stakeholders' expressed need for public input, when dealing with cross-Departmental items, would be achieved as the Procedure Bylaw 44M2006 provides that this Council Committee may hear from person(s) making a direct request to be heard by that Committee. The revised mandate is detailed in Attachment 4.

### MEETING EFFICIENCIES (Alternatives 1 and 2)

The Council Committee Governance Review also focused on reviewing existing meeting management practices. At this time, the significant meeting management efficiency is the reduction in the overall number of monthly Council Committee meetings. Attachment 6 provides a sample 2017 Council Calendar with the two proposed governance models and the 2016 Council Calendar to demonstrate the reduction in monthly meeting days. Additional efficiencies for Members of Council, and Administration, include:

- reduction in the number of same day back-to-back monthly meetings, including less meeting recesses to continue with the morning meeting,
- no meetings on Tuesdays and Fridays (with the exception of the month of September due to an Election year), thus reducing the demands on Members' of Council time and providing additional opportunities to meet with constituents (Alternative 2 only),
- elimination of duplicate Agenda creation for the Land and Asset Strategy Committee by Administration and by the City Clerk's Office,
- reduction in the:
  - o overlap between Council Committee meetings and ALT meetings,
  - o number of monthly Council Committee Agendas produced, including resources and time to print and distribute, and
  - o uncertainty and overlap between Council Committee mandates.

While valuable stakeholder feedback was provided to the City Clerk's Office related to meeting management, it was determined that majority of the recommended meeting management efficiencies align well with the upcoming review of the Procedure Bylaw 44M2006 and the implementation of a new electronic Agenda and meeting management system for The City of Calgary. In response to the feedback received, the City Clerk will include the below items in this upcoming work, anticipated to commence in the Fall of 2016:

- procedures for reports that are "for information only",
- procedures for Notices of Motion,
- printing of Council Committee Reports, and
- review of the Council Consent Agenda.

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Lastly, throughout the Council Committee Governance Review, majority of stakeholders generally did not support the holding of informal pre- and post-Council Committee meetings. Given that stakeholders expressed a desire and need for informal information sessions and educational workshops for Members of Council, the City Clerk's Office will continue to work with the Law Department to develop guidelines.

### Stakeholder Engagement, Research and Communication

The following stakeholder engagement, research and communication methodology was used:

1. *Current State Review*: the mandate and composition of each in-scope Council Committee was reviewed, and the frequency and duration of Council Committees was documented (2015 January to 2016 May).
2. *Leading Practice Review*: governance models in other Canadian municipalities were researched and examined to determine what best practices are in place. The results of this research were provided to stakeholders, along with the Council Committees Effectiveness Questionnaire.
3. *Stakeholder Engagement (Members of Council, Senior Administration, Resource Staff)*:
  - Council Committees Effectiveness Questionnaire,
  - one-on-one interviews, upon request,
  - two drop-in sessions to provide an opportunity for input and comment on the existing and future governance models, and
  - a draft proposed governance model was presented to the City Manager, and to the General Managers, for validation of the proposed Council Committee mandates. Follow-up meetings occurred between the City Clerk's Office and stakeholders related to the feedback provided and the draft proposed governance model.
4. *Communication*: the City Clerk's Office presented a proposed Council Committee governance model (Attachment 2) to the ALT on 2016 June 21.

Throughout the Council Committee Governance Review, the City Clerk's Office received in-person or written feedback from approximately 30 stakeholders (Administration and Members of Council).

### Strategic Alignment

The Council Committee Governance Review aligns with Council's priority of a well-run city: "Calgary's government is open, responsive, accountable and transparent, delivering excellent services at a fair price. We work with our government partners to ensure we have the tools we need" (*Action Plan 2015-2018*).

### Social, Environmental, Economic (External)

No significant external social, environmental and economic impacts were identified.

### Financial Capacity

#### Current and Future Operating Budget:

The City Clerk's Office anticipates a slight reduction in the future operating budget related to Meeting preparation (printing and distributing Agendas), and meeting management (recording technology and production of Meeting Minutes). The City Clerk's Office will monitor the impact

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on the operating budget in 2017 as a result of a reduction in meeting dates and report back, should it be necessary.

### **Current and Future Capital Budget:**

There are no current and future capital budget impacts.

### **Risk Assessment**

The Council Committee Governance Review Framework proposed a new Council Committee governance model being adopted at the 2016 October 24 Organizational Meeting of Council. In order to meet this timeline, City Clerk's Office requires a decision of Council on adjustments to the existing Council Committee governance model no later than 2016 September 12 in order to prepare the required amendments to the Procedure Bylaw 44M2006 and related materials for the Organizational Meeting of Council. A delay past the 2016 September 12 Combined Public Hearing Council Meeting will not allow the delivery of adjustments to the governance model at the 2016 Organizational Meeting of Council with a new Council Committee structure in effect for 2017 January.

With the implementation of a new Council Committee governance model in 2017 January, there is a risk that reports currently in the Electronic Legislative Management Solution (ELMS) workflow may not be routed appropriately. To mitigate this potential risk, the City Clerk's Office recommends the adoption of a new governance model at the 2016 October 24 Organizational Meeting to ensure Administration has sufficient time to plan and place reports on the appropriate Council Committee Agenda.

### **REASON(S) FOR RECOMMENDATION(S):**

The City Clerk's Office developed two alternative options for enhancing efficiency and effectiveness at The City of Calgary and requires Council's approval to proceed with adjustments to the existing Council Committee governance model.

### **ATTACHMENT(S)**

1. Council Committee Meeting Statistics,
2. Alternative One: Current/Future State Governance Models,
3. Statistics – Priorities and Finance Committee,
4. Alternative Two: Current/Future State Governance Models,
5. Statistics – Strategic Council Meeting, and
6. 2017 Sample and 2016 Council Calendars.