



DATE OF MEETING July 11, 2016  
AUTHORED BY SHEILA GURRIE, CORPORATE OFFICER  
SUBJECT COMMITTEE STRUCTURE

**OVERVIEW****Purpose of Report**

To obtain Council direction regarding committee structure.

**Recommendation**

That Council:

1. retain all mandatory committees and commissions;
2. amalgamate the remaining 11 committees into 6 committees;
3. direct Staff to reconvene the 6 amalgamated committees for review of terms of reference; and,
4. direct Staff to draft operating guidelines for each committee and return to the 2016-SEP-19 Council Meeting.

**BACKGROUND**

The *Community Charter* provides legislative authority for Council to establish committees. The purpose of committees is to assist Council to carry out its statutory governance functions. In 2013 the Watson report held that the existing approach to striking Council committees is ad hoc, inconsistent and confusing with respect to mandates, roles/responsibilities, and reporting.

Staff reviewed the recommendations regarding committee structures in the following documents: (1) Watson Report; (2) Core Services Review Report; (3) Committee Member Survey; and, (4) Review of Committees and Commissions (Review of Committees and Commissions is Attachment A).

The existing committee structure is not well aligned with Council's priorities and the number of committees requires significant staff time and resources. As a result, staff recommends a more integrated approach to Council's committee structure.

The new structure would consist of the existing statutorily required committees (Board of Variance, Parcel Tax Roll Review Panel etc.) and the following six committees (see page six of Attachment A). For a complete explanation of Terms of Reference see Attachment B.

**Public Safety Committee** (Enhanced): The Public Safety Committee is responsible for maintaining and enhancing a safe and healthy community that promotes and supports quality of life while encouraging resident involvement and input.

**Finance & Audit Committee (New):** The Committee's purpose is to assist Council in fulfilling its oversight responsibilities over the finances of the City of Nanaimo in accordance with provisions of the *Community Charter* by providing advice on the following: financial; enterprise risk; community investment; and subsidiary companies and services agreements.

**Culture, Heritage & Social Planning Committee (Amalgamation):** The purpose of the Committee is to bring together diverse community members to integrate community programming for arts, culture, heritage and social planning in order to support an inclusive community for everyone regardless of age, economic-social status and ethnic heritage.

**Parks, Recreation & Wellness Committee (Enhanced):** The purpose of the Committee is to provide a forum for the community to provide Council and staff input on creating and operating park, recreation and wellness programming that meets all needs of the community in a sustainable and dynamic way.

**Public Works Committee (New):** The purpose of the Committee is to provide a forum for Council and staff to seek input from the community and subject matter experts on Public Works & Engineering matters including asset management and transportation.

**Community Planning & Development Committee (Enhanced):** The objective of the Committee is to bring a broad community-based perspective to the monitoring, implementation, and amendment of the City's Official Community Plan (OCP), Transportation Plan, Zoning Bylaw and associated plans.

## **OPTIONS**

1. That Council:

1. retain all mandatory committees and commissions;
2. amalgamate the remaining 11 committees into 6 committees;
3. direct Staff to reconvene the 6 amalgamated committees for review of terms of reference; and,
4. direct Staff to draft operating guidelines for each committee and return to the 2016-SEP-19 Council Meeting.

2. That Council:

1. direct Staff to retain the current committee structure,
2. allocate \$2000 per year per committee for operating costs; and,
3. authorize an additional full time employee in the Legislative Services Department as administrative support.

### **SUMMARY POINTS**

- The existing committee structure is not well aligned with Council's priorities and the number of committees requires significant staff time and resources.
- Staff reviewed the recommendations regarding committee structures in the following documents: (1) Watson Report; (2) Core Services Review Report; (3) Committee Member Survey; and, (4) Review of Committees and Commissions.
- Staff recommends a more integrated approach to Council's committee structure.

### **ATTACHMENTS**

ATTACHMENT A – Review of Committees and Commissions.

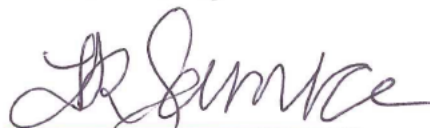
ATTACHMENT B – Committee Terms of Reference.

**Submitted by:**



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# City of Nanaimo

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## Review of Committees and Commissions

**Lisa M. Zwarn**

**July 4, 2016**

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## **1.0 Introduction**

The City of Nanaimo (the “City”) would like a review of its proposed Committee and Commissions structure and terms of reference in order to identify any gaps in what is being proposed, to compare its committee structure to the structures used by other BC local governments and to offer some general observations about committees and commissions.

This review is not intended to be a comprehensive assessment of the proposed structure but is intended to provide some additional perspective on what is being proposed.

This review does not examine how the City currently employs Committee of the Whole as part of its governance structure. The function and operation of Committee of the Whole should be considered as part of the update of the City’s Council Procedure Bylaw.

## **2.0 Review of the Proposed Committees and Commissions**

### **2.1 Background**

Currently the City has 11 advisory committees and commissions which are as follows:<sup>1</sup>

1. Advisory Committee on Environmental Sustainability
2. Design Advisory Panel
3. Grants Advisory Committee
4. Nanaimo Culture & Heritage Commission
5. Nanaimo Economic Development Corporation Nominating Committee
6. Parks and Recreation Commission
7. Planning and Transportation Advisory Committee
8. Safer Nanaimo Advisory Committee
9. Social Planning Advisory Committee
10. Water Supply Advisory Committee
11. Nanaimo Youth Advisory Council.

These particular committees and commissions are under the authority of Council which has the ability to alter their composition and mandate.

There are other groups<sup>2</sup> for which the City is mandated by the legislation to have (such as the Board of Variance and the Parcel Tax Review Panel<sup>3</sup>) or has a Council representative for an external organization's governing bodies (such as Library Board, Airport Commission, Port Authority, Municipal Insurance Association). Because of the nature of these types of groups, the City does not have

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<sup>1</sup> Five committees are or will no longer necessary as specific events have occurred or will occur which render those committees no longer necessary. These committees are (1) City Manager Selection Committee (hiring of new City Manager); (2) Core Services Review Steering Committee (project completed); (3) Red/Green Tape Committee (N/A); (4) South Downtown Waterfront Committee (completion of the project); and (5) Terminal/Nicol Corridor Streetscape Project Technical Steering Committee (completion of the project or July, 2016, whichever occurs first).

<sup>2</sup> There are 12 of these such groups.

<sup>3</sup> The mandate for these groups is set out in legislation.

authority to alter the composition or direct the operations of these groups unilaterally.

Concerns have arisen about the committees, their structures and their operations. Some of these concerns include:

- Inability to support these committees administratively with existing resources;
- Additional impacts on the organization in terms of overtime costs and impacts on staff workloads;
- Lack of clarity of the mandate as well as the roles and responsibilities of the committees and commissions;
- Confusion over the degree of authority delegated by Council to the committees and commissions;
- Degree to which organizational interests are secondary to other interests;
- Administrative challenges such as lengthy meetings, agenda and minute taking inconsistencies, disparity in reporting back to Council.

Staff has reviewed the nature of the enumerated committees and commissions in order to create a more cohesive and higher functioning committee system that addresses some of the concerns identified.

Staff has considered several options which are:

- (a) Maintain the current committee structure with the existing committee with the following modifications:
  - i. The addition of a FTE to serve as the committee coordinator in the legislative services department; and
  - ii. The allocation of budget to cover the operating costs of these committees which is recommended at \$2,000 per year per committee;
- (b) Implement Integrated Commission Option A which is to retain all mandatory committees and commissions and amalgamate the



remaining existing committees into 6 committees based on key policy areas; or

- (c) Implement Integrated Commission Option B which is similar to Option A except that there would be 7 committees instead, with separation of community vitality into arts, culture, multiculturalism and heritage and social equity (planning).

Staff recommended Integrated Commission Option A with the following 6 committees:

1. Community Planning and Development
2. Culture, Heritage and Social Planning;
3. Finance and Audit;
4. Parks, Recreation and Wellness;
5. Public Safety
6. Public Works and Engineering.

The review is based the descriptions of those 6 committees.

## **2.2 Review of Proposed New Committees**

### **2.2.1 GENERAL COMMENTS**

Overall, the terms of reference for the proposed new committees should work well to meet the City's needs, as is. The following are only suggestions to enhance what is being proposed.

#### *Mandate*

A concern that generally arises with committees is the breadth of the committee's mandate. If the mandate is too specific, then the organization often enacts new committees to cover new related or similar issues or policy areas. If the mandate is too general, then the potential exists for different committees consider the same issue from slightly different perspectives but arrive at different yet limited recommendations to address that same issue. It would be better to

have as many perspectives as possible discuss the same issue in the same forum in order to arrive at a thorough understanding of that issue and to develop comprehensive recommendations to address the concerns arising from that issue.

The proposed committee structure based on the identified general policy areas should work well to strike that balance between specific and general examination of issues within those areas. The policy areas are broad enough to cover a wide range of issues within the mandates of the various committees.

### *Number of Members*

The number of members per committee should work given the mandate of the committees and the scope of the policy areas assigned to each of the committees. The number of members is not so large as to create difficulties for the group to work as a whole.

The main concern with the number of committee members is whether there will be enough people available within the community to serve as members on these committees. Using the Community Planning and Development committee as an example, what happens if the City is only able to get a representative from the business community, a representative from the transportation user groups and two members from the community at large, thereby leaving five positions unfilled (neighbourhood association, development community, environmental sustainability and two members from the community at large). The City may wish to consider stating in general terms that there will be at least X number of members and indicate that preference will be given to persons who represent certain interests<sup>4</sup> when making

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<sup>4</sup> The City should address in its operating guidelines the method that will be used to pick representatives of a particular group to serve as members of the committee. For example, the member of the business community in the Community Planning and Development Committee may be selected from the Chamber of Commerce for one term and then from the Business Improvement Area in the following term.

recommendations to Council on appointments to the committees. Those certain interests can be included in the eligibility for membership.

In order to ensure that the committee can still function even if it does not have all of its member positions filled, the terms of reference should state that a quorum consists of the majority of members who currently hold a position on the committee. So if a committee only has 8 actual members but 11 potential members, the committee's quorum would be 5 members (a majority of 8) in order to still be able to hold a meeting.

### *Voting Rights of Members*

Unless otherwise indicated, the assumption is that everyone who is listed as a member of the committee has full membership rights<sup>5</sup>. For clarity, the terms of reference should indicate who are voting members and who are only advisors to the committee and therefore do not have voting rights. The easiest way to do this is use the heading "Voting Members" and then list the people who are eligible and then use the heading "Non-voting Advisors" and then list those people.

### *Term of Office*

The terms of reference should include a statement that a term may be one year or two years in duration. This will give Council some flexibility in terms of membership composition and may make it easier for people to commit to serving on a committee. The length of time may be tied to whether the person is a representative of a particular interest. For example, the Community Planning and Development Committee could have the specific representatives serve one year terms while the members from the community at large serve two year terms or vice versa.

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<sup>5</sup> Membership rights include the right to receive notice, to have access to information and minutes, to serve as Chair or Vice-Chair, if selected, to participate by making motions, seconding motions, and debating, and to vote.

While a person may serve as a member of a committee for a maximum of two consecutive terms, what happens if:

- a person serves one term, takes a break, serves a second term, takes a break and then wants to serve a third non-consecutive term; or
- a person serves two consecutive terms, takes a break and then wants to serve another two consecutive terms?

Does the City want to address a maximum number of cumulative terms in its terms of reference? If recruitment is an issue, then there is probably no need to worry about the impact of cumulative terms. One way in which to address concerns about one person serving on one committee for a protracted period of time is to state that a person can only serve two consecutive terms on one committee but then that person can serve two consecutive terms on another committee.

#### *Role of the Elected Officials*

It would be useful to specify what are the expectations of the Council Members on these committees. If the expectation is that one of the Council Members will serve as the Chair and another will serve as Vice-Chair, then that expectation should be stated in the terms of reference. Otherwise, any voting member of the committee can serve as Chair of the committee, which may not be what Council envisions. Having a Council Member serve as Chair or as Vice-Chair, at the very least, will ensure that Council is kept apprised of what is occurring at the committee level.

In some communities, the Mayor is an ex-officio member of all committees. However, the terms of reference should state whether ex-officio membership is tied to that particular position. In light of the amount of work associated with being Mayor, having the Mayor serve on yet more committees may be too much work with little benefit for the organization. So, inclusion of the Mayor on the committees as an ex-officio member is not recommended.

The terms of reference may also include statements that Council Members who are not assigned to the committee may still attend the committee meeting but are not entitled to participate as a voting member of the committee.

### *Accountability*

If a committee is required to submit a quarterly summary report, then the terms of reference should indicate that the Chair of the committee is responsible for submitting the report on behalf of the committee. A standardized template for committee reporting can be used to simplify the effort required to produce the report.

Usually the submission of committee minutes to Council will suffice for reporting to Council purposes, rather than having the committee submit a report with its minutes. If the concern is that Council is not receiving sufficient detail about the operations of the committee, then it is better to have the Chair of the committee attend the Council meeting to answer questions<sup>6</sup>.

### *Meeting Frequency*

It is not a usual practice to state that a Committee will make best efforts to meet a specific number of times. If a committee is not meeting on a regular schedule (i.e. monthly or quarterly), it is better to state that the Committee will meet at the call of the Chair or on request two committee members.

### *Staff Support*

The terms of reference should indicate what is the role of the staff member in terms of providing support. For example, is it the expectation that the staff member assigned to the Culture, Heritage and

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<sup>6</sup> That is one of the reasons why is it helpful to have a Council Member serve as Chair or Vice-Chair.

Social Planning committee will provide advice on the topic and provide administrative support (e.g. agenda preparation, minute taking, correspondence preparation, etc.)? If the intention is to have different staff members provide different types of support to the committee, those types of support should be listed in the terms of reference.

### *Subcommittees*

On occasion, it may be useful to have a subcommittee do some research on a particular topic and report the results of the research to the committee so that the committee can formulate its recommendations. Care should be taken to limit the number of times a subcommittee is used to conduct additional research. A heavy reliance on subcommittees may create a situation in which the subcommittee “owns” the topic to the exclusion of the rest of the committee. An extensive use of subcommittees within a committee can drain the limited resources assigned to the committee. As a way of ensuring a subcommittee does not exist for longer than is necessary, a provision could be put in the terms of reference to state that Council has to pass a motion to approve a subcommittee that will exist for more than 8 months.

### **2.2.2 COMMUNITY PLANNING AND DEVELOPMENT COMMISSION**

One of the purposes for this committee include “regional transportation initiatives as they relate to City transportation infrastructures (second to last bullet). Should not that particular purpose be a part of the mandate of the Public Works and Engineering committee?

Since the topics to be addressed by the Community Planning and Development committee and by Public Works and Engineering committee may overlap, there may be occasions when both of these committees should hold a joint meeting to ensure all aspects of the topic are considered at the same time. Depending upon the magnitude of the issue, staff should ensure that both committees have had an

opportunity to comment on overlapping matters before bring those matters before Council.

There are good points regarding the conditions attached to the two non-voting members from Neighbourhood Associations when dealing with neighbourhood plans. The terms of reference may wish to extend some of those conditions to the representatives listed immediately under the list of members. For example, the conditions for those representatives could include:

- Attend the meeting when invited;
- Comment on all aspects of the discussion;
- Not participate in the voting on the matter;
- Not have a personal conflict of interest in the matter.

Given the similarities between the composition and the staff support of the Community Planning and Development committee and Public Works and Engineering committee, is it still worthwhile having two separate committees?

### **2.2.3 CULTURE, HERITAGE AND SOCIAL PLANNING COMMISSION**

The operating guidelines should state how it will be determined whether a person is representing culture/heritage or social planning.

It is preferable to state that the meetings will be at the call of the Chair, rather than stating that the committee will meet monthly or at the call of the Chair. The meeting can still be set up on a monthly frequency on a set day (such as the second Monday of the month) in order to provide certainty for the members in terms of time management. However, the Chair can still cancel the monthly meeting, if there are no items on the agenda for the upcoming meeting. The actual meeting frequency can be set out in the operating guidelines.

### **2.2.4 FINANCE AND AUDIT COMMISSION**

In the purposes section, it would be appropriate to include a statement under Financial Matters, that the committee will make recommendations to Council about the approval of grant requests from the community.

The term of office is confusing and probably unnecessary, given that all Council Members are part of this committee and would serve on the committee for the length of time that they hold their positions as Council Members.

The City may wish to consider not having a Finance and Audit Committee, at all, and have Council consider all of these enumerated issues at Committee of the Whole, instead, given the composition of the committee.

#### **2.2.5 PARKS, RECREATION AND WELLNESS COMMISSION**

The purpose section includes, in the third bullet, a statement about environmental stewardship about parks and sustainable operations. How will this integrate with the environmental responsibilities of the Community Planning and Development committee and the Public Works and Engineering committee?

As for meeting frequency, the statement should be that the committee meets at the call of the Chair. Staff can then set up quarterly meetings for this committee or more as needed.

#### **2.2.6 PUBLIC SAFETY COMMISSION**

It is important to indicate whether the staff members listed in the third bullet are voting or non-voting members of this committee. Generally, staff members are not included as voting members on committees which impact on their area of responsibilities. It may be better to have



only eight members on the committee and include the staff members as non-voting members or staff support.

#### **2.2.7 PUBLIC WORKS AND ENGINEERING COMMISSION**

Since environmental stewardship and sustainability is a purpose for the Public Works and Engineering committee, perhaps there should be a member to represent environmental sustainability on this committee as there is for the Community Planning and Development Committee.

As for meeting frequency, it is better to state that the committee will meet quarterly at a minimum.

### **3.0 Comparison to Other BC Local Governments**

In order to gauge how similar-sized communities determine their committee systems, the following communities were examined:

1. Burnaby;
2. Delta;
3. Kamloops;
4. Kelowna;
5. North Vancouver District; and
6. Saanich.

The examination was based on the current committee structure used by the City. No research was done to determine the amount of staffing resources required to support these committees.

#### **3.1 Equivalent Committees in the Other Communities**

The current City committees are listed below with the equivalent committee for the particular community listed underneath. Committees which are mandated by legislation or over which the City does not have unilateral control have not been included in this list.

##### **Nanaimo – Core Services Review**

- None for any of the communities.

##### **Nanaimo – Culture and Heritage Commission**

- Burnaby – Community Heritage Commission
- Delta – Heritage Advisory Commission
- Kamloops – Heritage Commission
- Kelowna – Heritage Advisory Committee
- North Vancouver District – Community Heritage Advisory Commission
- Saanich – Arts, Culture and Heritage Committee

Nanaimo – Design Advisory Panel

- Burnaby – None
- Delta – Community Planning and Advisory Committee and Advisory Design Panel
- Kamloops – None
- Kelowna – None
- North Vancouver District – Advisory Design Panel
- Saanich – Advisory Design Panel

Nanaimo – Advisory Committee on Environmental Sustainability

- Burnaby – Environmental Sustainability Strategy Steering Committee
- Delta – Environmental Advisory Committee
- Kamloops – Sustainable Kamloops
- Kelowna – None
- North Vancouver District – Parks and Natural Environment Committee
- Saanich – Environment and Natural Areas Committee

Nanaimo – Grant Advisory Committee

- Burnaby – Executive Committee of Council
- Delta – Financial Assistance Review Committee
- Kamloops – None
- Kelowna – None
- North Vancouver District – None
- Saanich – None

Nanaimo – Parks and Recreation Commission

- Burnaby – Parks, Recreation and Culture Commission
- Delta – Parks, Recreation and Culture Commission
- Kamloops – Parks and Recreation Committee
- Kelowna – None

- North Vancouver District – North Vancouver Recreation and Culture Commission (joint commission with North Vancouver City)
- Saanich – Parks, Trails and Recreation Committee

#### Nanaimo – Planning and Transportation Advisory Committee

- Burnaby – Transportation Committee
- Delta – Mayor's Standing Committee on Regional Transportation
- Kamloops – None
- Kelowna – None
- North Vancouver District – Transportation Consultation Committee
- Saanich – Planning, Transportation and Economic Development Committee

#### Nanaimo – Safer Nanaimo Advisory Committee

- Burnaby – Public Safety Committee (formerly the Community Policing Committee)
- Delta – None (has a Police Board instead)
- Kamloops – Police Committee
- Kelowna – None
- North Vancouver District – None
- Saanich – None

#### Nanaimo – Social Planning Advisory Committee

- Burnaby – Social Planning Committee (formerly Social Issues Committee)
- Delta – None
- Kamloops – Social Planning Council
- Kelowna – None
- North Vancouver District – Community Services Advisory Committee
- Saanich – None

Nanaimo – South Downtown Waterfront Committee

- Burnaby – None
- Delta – None
- Kamloops – None
- Kelowna – None
- North Vancouver District – North Shore Waterfront Liaison Committee
- Saanich – None

Nanaimo – Water Advisory Committee

- None for any of these communities

### **3.2 Committees Which Are Specific to the Other Communities**

There are some committees which are specific to these other communities but do not have a comparable, current committee for the City. They are listed below.

Burnaby

- Advisory Planning Commission
- Audit Committee
- Financial Management Committee
- International Relations and Friendship Cities Committee
- Planning Develop Committee
- Simon Fraser Liaison Committee
- Traffic Safety Committee

Delta

- Agricultural Advisory Committee
- Boundary Bay Airport Advisory Committee
- Boundary Bay Airshow Advisory Committee
- Delta Council/Delta Board of Education Liaison Committee
- Dikes and Drainage Advisory Committee
- Financial Assistance Review Committee

- Hunting Regulation Advisory Committee
- Invest in Delta Mayor's Standing Committee
- Standing Committee on Finance
- Seniors Advisory Sub-committee
- Tour de Delta

#### Kamloops

- Arts Commission
- City-School District Joint Use Committee
- Coordinated Enforcement Task Force
- Mayor's Advisory Committee for Persons with Disabilities
- Race Relations
- Sister City Advisory Committee

#### Kelowna

- Agricultural Advisory Committee
- Audit Committee
- Airport Advisory Committee
- Civic and Community Awards Steering Committee

#### North Vancouver District

- Arts and Recreation Category
  - Golf Facilities Strategic Working Group
  - North Vancouver Museum and Archives Commission
  - Public Art Committee
- Building and Development Category
  - Community Monitoring Advisory Committee
  - Highway 1 Interchange Design Work Group
  - OCP Implementation Committee
- Environmental Category
  - Natural Habitat Working Group
- Finance and Tax Category
  - Finance and Audit Standing Committee
- Local Government and Administrative Category

- Advisory Oversight Committee
  - Joint Police Committee
  - Municipal Library Board
  - North Shore Reunification Review Committee
- Social Planning Category
  - Child Care Grants Committee
  - North Shore Advisory Committee on Disability Issues
  - North Shore Family Court and Youth Justice Committee
  - North Shore Substance Abuse Working Group

#### Saanich

- Bicycle and Pedestrian Mobility
- Finance, Audit and Personnel Standing Committee
- Peninsula Area and Agricultural Commission
- Healthy Saanich
- Saanich Heritage Foundation

## **4.0 General Observations**

### **4.1 Descriptive Terms**

While the terms “committee” and “commission” have been used interchangeably in the terms of reference, it is important to note that these terms mean different things in terms of governance.

Committees are advisory bodies to provide input and perspective to Council in various subject areas. Committees are to discuss a particular issue and report back, often with recommendations for Council’s consideration when Council is deliberating as to a particular course of action or the implementation of a particular terms of reference. Committees generally do not have delegated authority to act within their mandate nor make decisions which will bind the local government to a particular course of action. Since a committee is providing advice to Council through recommendations, it does not make decisions which can be reviewed by Council, if a person does not like the results of the decision. While there may be resources allocated to the Committee, in terms of budget and staff, how those resources are used to support the Committee, is determined by Council, not the Committee itself. The Committee does not have the authority to direct staff to carry out certain work.

On the other hand, commissions, pursuant to section 143 of the Community Charter, have delegated authority to (a) operate services; (b) undertake operation and enforcement in relation to the Council’s exercise of its authority to regulate, prohibit and impose requirements; and (c) manage property and licences held by the local government. Commissions carry out specific tasks as assigned to them by Council. Commissions do not have to provide recommendations to Council prior to make changes to operations. Commissions, which are a form of delegated authority, do have the freedom to act within their mandates without having to consult with Council first. Decisions made by a



Commission can be subject to a review by Council but that review must follow a particular process as set by bylaw. In essence, commissions deal with the daily operations of the services for which they are responsible. While Council may allocate resources to the commission in terms of budget and staff, the commission may determine how those resources are used to carry out the mandate as long as it does not exceed its budgetary limitations. Commissions do have the authority direct staff to carry out certain work.

Based upon the descriptions of the mandates provided within the terms of reference for the proposed new committees, the assumed intention is that the new groups will function as committees, rather than as commissions, to provide recommendations to Council to consider when Council is exercising its decision making authority. To name these groups as commissions implies that these groups can act independently from Council in a manner that these groups, not Council, deem appropriate.

#### **4.2 Limits on the Committee's Authority**

Usually, the terms of reference will include a state that the members will serve without remuneration but that the City will pay for approved expenses incurred in the course of the members' duties.

As well, terms of reference can also include a statement that the committee is not authorized to direct staff in terms of work to be completed. If certain work of the committee needs to be done by the supporting staff member, it is better for the staff member to get authorization to do the work from the City Manager, who can determine whether the committee work fits with strategic plans and can be completed with minimal financial impact on the organization.

The terms of reference can also include a statement that the committee has no authority to spend money or make budgetary decisions without first obtaining Council approval.

### **4.3 Costs of Administrative Support**

While committees serve an important purpose in providing a different perspective on certain policy decisions on the community, committees require adequate administrative support to carry out their work properly. Committees cannot function without administrative support. Members of the committees who are citizens volunteering their time to serve on the committee usually do not have the resources to serve the committee in an administrative capacity in addition to their member capacity.

It would be useful to have a general idea about impact of a committee in terms of staff time. The person providing administrative support to a committee has a number of tasks to be completed before, during and after a committee meeting in order to allow the committee to function properly. In order to gain an appreciation of these tasks, a list of some of the more basic tasks required for committee are found in Appendix 1.

To understand the amount of time required to complete these tasks, a rough estimate of the number of hours spent by an administrative support staff person will help to gauge the impact of a meeting in terms of staff resources. For example, for every one hour that a committee meets, the administrative support staff person will typically spend between two to three hours before the meeting in preparation and two to three after the meeting in follow up. So if a typical committee meeting lasts two hours, the administrative support staff person will spend at least 10 hours of time<sup>7</sup> to support the committee for that one meeting. If the committee meets on a monthly basis, administrative

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<sup>7</sup> Four hours of preparation for the meeting, two hours of meeting time and four hours follow up work after the meeting.

staff support person may spend 120 hours at a minimum to support that committee. This does not include any time spent by other staff members to prepare reports and advise the committee.

Using this same formula, an organization with 11 committees that meets monthly will incur roughly 1,320 hours of administrative staff support time to support all of those committees. A full time employee is assigned roughly 1820 hours of work<sup>8</sup>.

The hours alone do not compose a complete picture of the costs of committees to an organization. Unionized staff must be paid overtime to attend meetings which occur outside of regular working hours which is usually the case with committees which include members of the public as part of the committee. Overhead and benefits are costs to be factored into the costs of dedicated administrative support.

Since the costs to an organization in terms of administrative support for committees is not insignificant, an organization has to make deliberate choices as to the number and the types of committees that it requires in order to function.

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<sup>8</sup> The number of hours actually worked by an administrative support staff person will be less when vacation, sick time and breaks are included in the calculations.

## **Appendix 1 – Responsibilities for Administrative Support Staff Person**

### **General Responsibilities**

- a) Keeps an official list of members of the group and papers and instructions pertaining to it
- b) Notifies members of their appointments to the group
- c) Deals with all correspondence sent to committee and carry on all official correspondence for the group
- d) Maintains and stores minutes and all related materials
- e) Is familiar with parliamentary procedures used by the group and offer advice on such

### **Before the Meeting**

- a) Arranges logistics of the meetings
- b) Prepares agendas in consultation with Chair
- c) Informs chair of activities that have been referred to upcoming meetings
- d) Ensures agenda is prepared and circulated
- e) Ensures necessary material and staff resources are available
- f) Sends out notices and notifies delegations
- g) Brings a copy of all governing documents and legislation of the committee to every meeting

### **During the Meeting**

- a) Keeps track of attendance at meetings
- b) Offers information which members do not appear to have
- c) Finds previous mention of an issue in earlier minutes, if requested
- d) Cautions if members' actions appear to be inappropriate
- e) Helps phrase motions and amendments
- f) Requests that chair temporarily halt the meeting if comments are flowing so fast that it is impossible to make an accurate summation

### **After the Meeting**

- a) Sorts out comments, suggested actions and decisions expressed at meeting and produces an accurate summation within a reasonable time period
- b) Records and corrects minutes
- c) Deals with all correspondences sent to the group and carries out all official correspondence for the group
- d) Authenticates all records and documents associated with the meeting by having the chair add his or her signature

**City of Nanaimo**  
**PUBLIC SAFETY COMMITTEE**  
(the “Committee”)

**PURPOSE:**

The Public Safety Committee is responsible for maintaining and enhancing a safe and healthy community that promotes and supports quality of life while encouraging resident involvement and input.

The Committee’s purpose is to provide Council advice on the following:

- integrated prevention based approach to fire services, policing, emergency planning, and bylaw regulation and enforcement;
- provision of protective services to support public safety throughout the city;
- reducing the adverse effects to the community arising from public disorder or criminal activities;
- integrating enforcement and social responses to issues of community safety; and
- services and strategies that lead to the protection of vulnerable people in the community.

**MEMBERSHIP:**

The membership of the Committee will be as follows:

- a minimum of seven (7) members; and
- three (3) members of Council.

**ELIGIBILITY:**

An individual with the following skills and expertise may be given preference for membership on this Committee:

1. demonstrated background in social community services, emergency planning, policing, fire services, protection services, enforcement or prevention services; and
2. citizens-at-large including: Police Chief, Fire Chief, Emergency Program Manager, Manager of Bylaws or designates.

**TERM:**

Each member of the Committee may be appointed for a term of up to two years. Membership may be staggered to support continuity and effective operations. Members may serve a maximum of two cumulative terms on this Committee.

**ACCOUNTABILITY:**

On a regular basis Council will provide direction on Council's priorities to Committee. The Committee will submit a quarterly a summary report on their activities to Council. The Committee will submit a report with its minutes in a timely manner to Council. The Committee will comply with the ***City of Nanaimo Committee Operating Guidelines*** [Note: to be drafted by Staff by August 31, 2016].

**MEETING FREQUENCY:**

The Committee will meet upon call of the Chair or the request of two Committee Members.

**STAFF SUPPORT:**

The following City Departments may provide support to the Committee in accordance with the ***City of Nanaimo Committee Operating Guidelines***:

- Community Services
- Nanaimo RCMP Support Services
- Nanaimo Fire Rescue & Emergency Management
- Bylaw and Parking Services
- City Clerk

**City of Nanaimo**  
**FINANCE & AUDIT COMMITTEE**  
(the “Committee”)

**PURPOSE:**

The Committee’s purpose is to assist Council in fulfilling its oversight responsibilities over the finances of the City of Nanaimo in accordance with provisions of the *Community Charter* by providing advice on the following:

Financial Matters:

- Recommend to Council best practices that ensure integrity of financial statements, financial recording and reporting processes and systems of internal controls through best practices in policies and procedures;
- Oversee and review the preparation of annual and long-term financial plans for recommendation to Council;
- Receive and review periodic budget and other financial reports on behalf of Council;
- Review strategic key performance indicators as they relate to financial performance;
- Review and make recommendations with respect to relevant legislation or changes thereof affecting financial resources and environmental issues relating to the City of Nanaimo.

Enterprise Risk Matters:

- Oversee the process of selecting external financial auditors and recommend appointment of the same to Council;
- Engage, serve as primary contact and report on reviews of external auditors;
- Recommend to Council audit reviews of City of Nanaimo where warranted;
- Receive, review and report on audit outcomes and initiatives, and recommend required action;
- Oversee the City of Nanaimo’s enterprise risk management practices and processes relating to risk mitigation and business continuity.

Community Investment Matters:

- Recommend best practices and policies relating to community investment for Council’s consideration with regard to general financial grants to community organizations and non-statutory tax exemption (Permissive Tax Exemptions under Section 224 and 227 of the *Community Charter*;
- Receive, review funding applications from community organizations and recommend grant fund awards for Council consideration.

Subsidiary Companies and Service Agreements:

- Advise Council on matters of governance and service and other agreements relating to City of Nanaimo subsidiary companies and organizations providing services on behalf of the City of Nanaimo;

- Receive and review performance reports from the City of Nanaimo's subsidiary companies and organizations providing services on behalf of the City of Nanaimo under agreement;
- Recommend strategic investments for Council's consideration.

#### **MEMBERSHIP:**

The membership of the Committee will be as follows:

- all of the members of Council; and
- non-voting advisory members, as required.

#### **ELIGIBILITY:**

An individual with the following skills and expertise may be given preference for membership on this Committee as non-voting members:

1. broad business experience [eg. Member from Chamber of Commerce];
2. familiarity with risk identification, evaluation and management;
3. understand internal control systems; and
4. familiar with fundamental concepts and standards of accounting and auditing.

#### **TERM:**

A non-voting member of the Committee may be appointed for a term of up to two years. Membership may be staggered to support continuity and effective operations. Members may serve a maximum of two cumulative terms on this Committee.

#### **ACCOUNTABILITY:**

On a regular basis Council will provide direction on Council's priorities to Committee. The Committee will submit a quarterly summary report on their activities to Council. The Committee will submit a report with its minutes in a timely manner to Council. The Committee will comply with the ***City of Nanaimo Committee Operating Guidelines*** [Note: to be drafted by Staff by August 31, 2016].

#### **MEETING FREQUENCY:**

The Committee will meet upon call of the Chair or the request of two Committee Members.



**STAFF SUPPORT:**

The following City Departments may provide support to the Committee in accordance with the ***City of Nanaimo Committee Operating Guidelines***:

- Office of Chief Financial Officer
- Office of the Chief Administrative Officer
- City Clerk

**City of Nanaimo**  
**CULTURE, HERITAGE & SOCIAL PLANNING COMMITTEE**  
(the “Committee”)

**PURPOSE:**

The purpose of the Committee is to bring together diverse community members to integrate community programming for the arts, culture, heritage and social planning in order to support an inclusive community for everyone regardless of age, economic-social status and ethnic heritage.

The Committee’s purpose is to provide Council advice on the following:

- planning, development and provision of culture and heritage conservation services and facilities;
- planning and development of the arts, creativity and culture;
- social planning including poverty reduction, affordable housing, homelessness, food security, poverty, public disorder, exploitation of the vulnerable, harm reduction, social isolation and social connectivity;
- strategies to address environmental responsibility, social equity, cultural vitality, active lifestyle and economic health for all citizens; and
- supporting integrated approach to community well-being.

**MEMBERSHIP:**

The membership of the Committee will be as follows:

- a minimum of seven (7) members; and
- three (3) members of Council.

**ELIGIBILITY:**

An individual with the following skills and expertise may be given preference for membership on this Commission:

1. Broad-based social perspective on community issues, social equity, and/or multiculturalism, ;  
and
2. Broad-based arts, culture and/or heritage perspective on community issues.

**TERM:**

Each member of the Committee may be appointed for a term of up to two years. Membership may be staggered to support continuity and effective operations. Members may serve a maximum of two cumulative terms on this Committee.

**ACCOUNTABILITY:**

On a regular basis Council will provide direction on Council's priorities to Committee. The Committee will submit a quarterly a summary report on their activities to Council. The Committee will submit a report with its minutes in a timely manner to Council. The Committee will comply with the ***City of Nanaimo Committee Operating Guidelines*** [Note: to be drafted by Staff by August 31, 2016].

**MEETING FREQUENCY:**

The Committee will meet upon call of the Chair or the request of two Committee Members.

**STAFF SUPPORT:**

The following City Departments may provide support to the Committee in accordance with the ***City of Nanaimo Committee Operating Guidelines***:

- Community Development
- City Clerk
- Parks & Recreation

**City of Nanaimo**  
**PARKS, RECREATION, & WELLNESS COMMITTEE**  
(the “Committee”)

**PURPOSE:**

The purpose of the Committee is to provide a forum for the community to provide Council and staff input on creating and operating park, recreation and wellness programming that meets the needs of all community in a sustainable and dynamic way.

The Committee’s purpose is to provide Council advice and recommendations on the following:

- planning, development and provisions of parks, recreation and wellness services;
- coordination of parks, recreation and wellness programming with partners;
- environmental stewardship of parks and sustainable operations in the context of parks and recreation;
- equitable access to parks, recreation and wellness services and facilities by all citizens;
- recommendations on applications for funding and subsidies for recreation facilities; and
- other issues referred to the Committee by Director, CAO or Council.

**MEMBERSHIP:**

The membership of the Committee will be as follows:

- a minimum of seven (7) members; and
- three (3) members of Council.

Note: membership dictated by existing bylaw; any changes require amendment.

**ELIGIBILITY:**

An individual with the following skills and expertise may be given preference for membership on this Committee:

1. parks and park stewardship;
2. recreation;
3. active lifestyle and wellness; and,
4. environmental stewardship.

**TERM:**

Each member of the Committee may be appointed for a term of up to two years. Membership may be staggered to support continuity and effective operations. Members may serve a maximum of two cumulative terms on this Committee.

**ACCOUNTABILITY:**

On a regular basis Council will provide direction on Council's priorities to Committee. The Committee will submit a quarterly a summary report on their activities to Council. The Committee will submit a report with its minutes in a timely manner to Council. The Committee will comply with the ***City of Nanaimo Committee Operating Guidelines*** [Note: to be drafted by Staff by August 31, 2016].

**MEETING FREQUENCY:**

The Committee will meet upon call of the Chair or the request of two Committee Members.

**STAFF SUPPORT:**

The following City Departments may provide support to the Committee in accordance with the ***City of Nanaimo Committee Operating Guidelines***:

- Parks & Recreation
- Engineering and Public Works
- Community Development
- City Clerk

**City of Nanaimo**  
**PUBLIC WORKS & ENGINEERING COMMISSION**  
(the “Committee”)

**PURPOSE:**

The purpose of the Committee is to provide a forum for Council and staff to seek input from the community and subject matter experts on Public Works & Engineering matters.

The Committee’s purpose is to provide recommendations to Council on the following:

- transportation master plan;
- capital priorities and planning;
- asset management and sustainability;
- community accessibility issues;
- relevant federal and provincial government policies and programs;
- strategies to address environmental sustainability in the context of public works & engineering; and
- other issues referred to the Commission by Director, CAO or Council.

**MEMBERSHIP:**

The membership of the Committee will be as follows:

- a minimum of seven (7) members; and
- three (3) members of Council.

**ELIGIBILITY:**

An individual with the following skills and expertise may be given preference for membership on this Committee:

1. communities of engineering consulting community, development community, contracting community, transportation community;
2. broad-based perspective on community services and delivery of those services; and
3. environmental sustainability.

**TERM:**

Each member of the Committee may be appointed for a term of up to two years. Membership may be staggered to support continuity and effective operations. Members may serve a maximum of two cumulative terms on this Committee.

**ACCOUNTABILITY:**

On a regular basis Council will provide direction on Council's priorities to Committee. The Committee will submit a quarterly summary report on their activities to Council. The Committee will submit a report with its minutes in a timely manner to Council. The Committee will comply with the ***City of Nanaimo Committee Operating Guidelines*** [Note: to be drafted by Staff by August 31, 2016].

**MEETING FREQUENCY:**

The Committee will meet upon call of the Chair or the request of two Committee Members.

**STAFF SUPPORT:**

The following City Departments may provide support to the Committee in accordance with the ***City of Nanaimo Committee Operating Guidelines***:

- Engineering and Public Works
- Community Development
- City Clerk

**City of Nanaimo**  
**COMMUNITY PLANNING & DEVELOPMENT COMMITTEE**  
(the “Committee”)

**PURPOSE:**

The objective of the Committee is to bring a broad community-based perspective to the monitoring, implementation, and amendment of the City’s Official Community Plan (OCP), Transportation Plan, Zoning Bylaw and associated plans.

The purpose of the Committee is to provide Council recommendations on the following:

- development proposals which require amendments to the OCP and/or Zoning Bylaw;
- proposed changes to the OCP and related plans;
- rezoning applications to ensure proposed developments comply with relevant policies;
- community perspective to the planning and approval process;
- strategies to integrate principles economic health, social equity, land use, sustainability, and environmental into all aspects of planning and development;
- implementation of Transportation Master Plan;
- regional transportation initiatives as they relate to planning and development.

**MEMBERSHIP:**

The membership of the Committee will be as follows:

- a minimum of seven (7) members; and
- three (3) members of Council.

Additional members may be appointed as required for neighbourhood plan amendments.

**ELIGIBILITY:**

An individual with the following skills and expertise may be given preference for membership on this Committee:

1. member of the following communities:
  - business community;
  - neighbourhood associations;
  - development community;
  - transportation user groups;
  - broad-based perspective of planning and development; and
  - environmental sustainability.



**TERM:**

Each member of the Committee may be appointed for a term of up to two years. Membership may be staggered to support continuity and effective operations. Members may serve a maximum of two cumulative terms on this Committee.

**ACCOUNTABILITY:**

On a regular basis Council will provide direction on Council's priorities to Committee. The Committee will submit a quarterly a summary report on their activities to Council. The Committee will submit a report with its minutes in a timely manner to Council. The Committee will comply with the ***City of Nanaimo Committee Operating Guidelines*** [Note: to be drafted by Staff by August 31, 2016].

**MEETING FREQUENCY:**

The Committee will meet upon call of the Chair or the request of two Committee Members.

**STAFF SUPPORT:**

The following City Departments may provide support to the Committee in accordance with the ***City of Nanaimo Committee Operating Guidelines***:

- Community Development
- Engineering and Public Works
- City Clerk