Part A: Introduction:

As directed by Council, town staff has been asked to conduct research and to provide an overall review of various Governance Systems within Ontario Municipalities. This report will focus on a discussion of three different governance models as directed through the outcomes of the 2015 Council Strategic Plan Sessions that Council directs as follows:

1. **Develop three governance models for further review by Council.** The discussion of governance models resulted in agreement that the following governance models should be developed for review by Town:

   1) Committee of the Whole (no specific topic specialist), using the Town of Blue Mountains as a model;

   2) The Standing Committee Full Council (organized by function) using the City of Thunder Bay as a model; and

   3) A Hybrid Model using the County of Northumberland as a model.
Types of Models Review

TYPE ONE

COMMITTEE OF THE WHOLE STRUCTURE: No Topic Specialist

Description:

Committee of the Whole meetings consists of all Members of Council and are intended to be a less formal meeting of Council in order for Council Members to become fully informed and discuss issues. Committee of the Whole (CofW) meetings must comply with the Municipal Act, 2001 requirements, as well as their respective Procedural By-law as passed by Council including accountability and transparency practices.

The Municipal Staff, together with advisory and ad hoc committees, present reports to the Committee of the Whole for consideration and debate and recommends actions. Reports can be referred to Municipal Staff for further information or reports are sent as recommendations to Council in Regular session for final consideration and ratification/approval.

The common Committee of the Whole system is structured to alternate Regular Council and Committee of the Whole Meetings.

TYPE TWO

STANDING COMMITTEE STRUCTURE: Council at large sitting on the Standing Committee

Description:

A Standing Committee can be defined as a governing body that receives information and reviews items required for decision by Council. The purpose of the Committee is to receive topic specific information, ask questions, and make recommendations for decisions in a Committee of the Whole Meeting and/or Regular Council Meetings.

Under a Standing Committee system, every item that appears on a Regular Council agenda appears on a Standing Committee agenda for discussion. Once reviewed, a recommendation is presented to the Committee of the Whole and/or on the Regular Meeting Agenda for final consideration or approval by Council or not.

Standing Committee Council Members may champion and recommend actions, initiatives, programs, and services when the matter is before Committee of the Whole or Regular Council for consideration.
TYPE THREE

HYBRID MODEL: Council Meetings, and Council/Department Working Groups
The County of Northumberland system will be reviewed as a Typical Type 3.

Description:

This is governance model can be describe as a unique type of governance model without a Committee of the Whole. Rather regular Council meetings receive Staff Reports from Department Working Groups. This model can be categorized and has similar characteristics of the Standing Committee System.

Under this hybrid system, every item that appears on a Regular Council agenda has already appeared for discussion a Department Working Group Agenda. These Working Groups are based on a Form which can be defined as a committee structure based on department jurisdictions. Only two (2) Council Members are appointed to each Working Group and are topic specialists.

Once reviewed at the Department Working Group, Staff Reports are further reviewed by Senior Staff and provided to the Clerk to appear on the Regular Meeting Agenda for final consideration by Council.
COMMITTEE OF THE WHOLE STRUCTURE

Type #1 A: Committee of the Whole Type- With No Topic Specialist

Municipality of Blue Mountains

Governance System:
Committee of the Whole without a Topic Specialist

Council Structure:
- Mayor and 6 Council Members
- Council, and Committee of the Whole meets on a three week rotating basis
  (Week 1- CoW, Week 2- OFF, Week 3- Council)

Committee of the Whole:
Committee of the Whole Meetings are divided by topic into three (3) sections. A different Council Member chairs each section of the Committee of the Whole Meeting. This structure cuts down the number of meetings in a year to 15 Regular Council and 15 Committee of the Whole Meetings for a total of 30 meetings for the year. There is a limited number of sub-committees and ad hoc committees that report to the Committee of the Whole.
REVIEW OF GOVERNANCE SYSTEM:

1) Town of Blue Mountains:

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Troy Peck, Chief Administrative Officer
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In 2012, The Town of Blue Mountains conducted a Review of their Council and Committee Structure governance model. At that time, their structure was the **Standing Committee governance system**.

As a result of the report, the Town moved from Standing Committees to a Committee of the Whole System.

The reason for the proposed change was in response to concerns regarding the number of evening meetings, and staff overtime arising from such meetings.

Specifically, reasons for a change were:
- Reduce the number of Council and Committee Meetings;
- Reduce the number of evening meetings;
- Reduce time spent in administrative processing; and
- Reduce costs for Staff eligible overtime.

**Previous Standing Committee System:**
Meeting Frequency with a Quorum of Council on each Committee:

- Council Meetings- 22 Meetings a year
- Planning and Building Committee Meetings- 12 Meetings a year
- Infrastructure and Recreation Committee Meetings- 12 Meetings a year
- Finance and Administration Committee Meetings- 12 Meetings a year

= **56 Meetings per year**; **46** Evening and **12** during the day.

**“NEW” Committee of the Whole System** with all of Council sitting at every Meeting with a three week meeting cycle rotation. “Standing Committees” are combined into one Committee of the Whole. Meeting schedule is as follows:

**Week 1**: Committee of the Whole: 1:00 p.m. start
**Week 2**: Council, 5:00pm start (closed session 4:00 pm before or after, depending)
**Week 3**: Off/Open
**Week 4**: Week 1 Cycle repeats
**Week 5**: Week 2 Cycle repeats
Department Reports are reviewed at the Committee of the Whole, with delegations and public meetings scheduled where necessary. By-laws, time sensitive Staff Reports and Committee of the Whole Reports and some delegations can go directly to Regular Council Meetings in order to shorten CofW Meetings.

Committee of the Whole Meeting Three Week Cycle Structure:

<table>
<thead>
<tr>
<th>Council Meetings</th>
<th>16 Meetings</th>
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<tbody>
<tr>
<td>Committee of the Whole Meetings</td>
<td>16 Meetings</td>
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= **32 Meetings per year, 16 day**, 16 evening

**12 of these would have a planning meeting component that would be in the early morning.

How Committee of the Whole Meetings work in the Town of Blue Mountains:

1) All Council, Senior Management and Staff (as required) attend. As a majority of the meetings are to be held during normal working hours, they are set to start at 1:00pm.

2) Each Section of the Committee of the Whole recesses for a short transition period between sections; CofW Chairs rotate by meeting or individually appointed for separate department reports for the term of council or a defined period.

3) Chair of each section of the Committee of the Whole doesn’t debate until the end of the discussion from Members of Council. The Chair puts forward the motions in the Committee of the Whole.

4) Full discussion of Department/Staff Reports include all Members of Council. Any questions or issues can be brought back to the next CofW Meeting or revised for the following Regular Council Meeting.

5) Action Reports are presented first, information reports are grouped at the end of each department report.
How Regular Council Meetings work in the Town of Blue Mountains:

1) Delegations and Public Meetings may be scheduled as needed; this reduces time required for the CofW meeting.

2) The Mayor sits as the Chair/Presiding Officer for the Regular Council Meetings.

3) CofW Department Reports are received for review and approval of recommendations.

4) Time-sensitive Staff Reports are brought directly to Council where necessary and do not have to be brought through CofW first.

5) Staff only attends the CofW Meetings, as all Department Reports have already been previously considered by the Full Committee of the Whole.

6) Directors/Senior Management Team should be able to address any previously identified issues or last minute questions, having attended the previous Committee of the Whole Meetings, or the matter could be deferred to a subsequent meeting.

Challenges that Blue Mountain referenced:

- Committee of the Whole System explained above may become a challenge to some members of Council who have other regular daytime occupations.
- This system could also cause a barrier for those who wish to run in the future for Council in an election.

Benefits that Blue Mountain has found with the New CofW System

- The overall number of Council and Committee meetings combined has decreased.
- Decrease in Staff overtime to be paid has occurred (was an increase in overtime pay within the Standing Committee System).
- Daytime meetings has resulted in more opportunity for department staff to attend Committee Meetings, resulting in a better understanding of Council/Committee operations, the views of Council Members, and the overall Town Business. There is also a better understanding of overall Town business among Council Members who do not currently sit on certain committees.
• Time required at Council for consideration of Department reports is significantly reduced following the CofW review, as all Members of Council have been part of the CofW review. (Before they were not in the standing committee system).
• The number of evening meetings has decreased, thus increasing family time for Council and staff. (Standing Committees had multiple meetings per week).
• Paper and Photocopying costs has decreased.

* All analysis and related information about the Town of Blue Mountains was provided by the Municipal Clerk through reports and conversations.
Type #2 A ii: Governance System:
Standing Committee- With full Council

Municipality of Thunder Bay

Council Structure:
- Mayor and 12 Council Members.
- City Council meets twice a month, on the second and fourth Mondays. Council and committee meetings, held each Monday of the month.

Standing Committees of the Whole:
Each Standing Committee of the Whole is organized by “Function” which is defined as a committee structure based on a common activity that can overlap department jurisdiction. Each Committee is a Standing Committee of the Whole; that is, all Councillors sit on every Committee.

1. Operations Standing Committee of the Whole:
   - Meets on the first Monday of the month, deals with Transportation and Works, which includes Engineering, Environment, Facilities and Equipment, Roads and Transit, in addition to Fire, Police and Realty Services.

2. Community Standing Committee of the Whole:
   - Meets on the second Monday of the month, deals with Community Recreation, Facility Enterprises, Homes for the Aged, Parks and Ontario Works.

3. Planning Standing Committee of the Whole:
   - Meets on the third Monday of the month, deals with Planning and Building matters.
4. Administrative Standing Committee of the Whole:
   • Meets on the fourth Monday of the month, deals with such administrative
     matters as Finance and Human Resources

2) THE CITY OF THUNDER BAY

John Hannam, City Clerk
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Tim Commisso, City Manager
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Council and Standing Committee of the Whole meetings are held in accordance with
By-law No. 128 – 2012. Members of City Council participate in Committee of the Whole
meetings to examine and review corporate reports and recommendations from
administration. Each month, Standing Committee of the Whole sessions are held for:

Committee of the Whole (Standing Committees): 6:30 pm

- Community Services Standing Committee of the Whole - (Second Monday)
  - 12 Meetings a year
- Planning Standing Committee of the Whole - (Third Monday)
  - 12 Meetings a year
- Operations Standing Committee of the Whole (First Monday)
  - 12 Meetings a year
- Administrative Services Standing Committee of the Whole (Fourth Monday)
  - 12 Meetings a year

Total= 48 Standing Committee of the Whole Meetings a year

Regular Council Meetings:

- City Council- 24 Meetings a year

Total= 24 Regular Council a year

GRAND TOTAL: 78 MEETINGS

Other Meetings:

- City Council Public Meetings
- City Council Special Meetings
- Committee of the Whole Special Meetings
- Advisory Committees Council are appointed at the start of the Term.
- Ward Meetings
Members of Council, by resolution, make decisions through standing committee of the Whole meetings that are then ratified at Council meetings. Other committees are established by Council to undertake statutory responsibilities as delegated by Council or to implement policies approved by Council including:

- Committee of Adjustment
- Heritage Advisory Committee
- Ad Hoc Advisory Committees as approved at the discretion of Council to review a specific issue within a specified timeframe

**How Standing Committee of the Whole Meetings work in the City of Thunder Bay:**

To allow for the efficient management of issues to be brought before a Standing Committee of the Whole, business is divided as follows into Committees that are based on Function.

1) **The Operations Standing CofW** shall consider matters related to the work and services of those Departments whose business includes roads and highway maintenance, maintenance of parkland and open space and municipal cemeteries, public transit, solid waste management and recycling, water and waste water supply and management, and the engineering of municipal infrastructure, together with business respecting the maintenance and supply of the Corporation’s facilities and fleets.

2) **The Community Services Standing CofW** shall consider matters related to the work and services of the Department whose business includes the provision of culture and recreation services and programming, Homes for the Aged, tourism, fire and rescue services and emergency medical services.

3) **The Development Services Standing CofW** shall consider matters related to the work and services of the Department whose business includes the provision of planning, land use and building development services, business licensing and by-law enforcement, and real property matters.

4) **The Administrative Services Standing CofW** shall consider matters related to the work and services of the Departments, whose business includes the provision of human resource services, corporate information technology, finance and accounting, purchasing, legal and legislative services, corporate Administration, and matters handled by the Corporation’s local Boards or corporate subsidiaries.

**In a case of urgency, a report regarding subject matter categorized under one session may be brought to another session of the Standing Committee of the Whole with permission from the Chair of both sessions and the Clerk. This would not delay or interrupt the meeting process.**
All of Council sit on the Standing CofW meetings, and all Meetings are chaired by a different Council Member and a Vice chair shall serve as Chair in the absence of the Regular Chair of the meeting. Council Chairs and Vice Chairs of the Standing CofW are appointed at the inaugural meeting of Council, with the appointments terminating at the last meeting of Council, in the month of November of the second year of the four-year term. Council Chairs are appointed for the remaining two years of the four-year term, with the appointments terminating at the last Meeting of Council, in the month of November.

**Duties, Authority and Power of the Chair:**

It is the duty of each Member assuming the role of Council Chair of a Standing Committee of the Whole Meeting to:

- open the Meeting by taking the Chair and calling the Members to order;
- receive and submit, in the proper manner, all Motions duly moved and seconded by Members;
- co-ordinate order of speakers;
- put to a vote, and to vote on, all Motions, after Debate, and to announce the result, maintain conduct, order and decorum of the Members;
- rule on any Points of Order and Points of Privilege raised by Members;
- where it is not possible to maintain order, adjourn the Meeting without the necessity of any Motion being put, to a time named by the Chair; and,
- to call for a Motion to adjourn the Meeting when the business is concluded.

The Mayor shall act as the Head of Council for all Regular Council Meetings.

**Standing Committee of the Whole Agendas will include presentation of:**

- Minutes of Special Purpose and Advisory Committee Meetings, and various Board Meetings for information;
- Memorandums containing resolutions from Special Purpose and Advisory Committee Meetings for consideration by the Committee of the Whole.
- Corporate Reports prepared by Municipal Officers

All motions, except procedural Motions, voted on in the Standing Committee of the Whole become recommendations to Regular City Council. Delegations shall only be heard at CofW meetings.

**Regular City Council Meetings:**

City Council agendas include the presentation of:

1. Standing Committee of the Whole minutes of Meetings for adoption.
   - A motion as contained in minutes being presented for adoption can be amended by requesting to vote on the motion separately.
2) Ward and Town Hall minutes to be received.
3) Ratifying Motions previously adopted by the Standing Committee of the Whole Meetings held earlier in the same evening as the City Council meeting, requiring a two-thirds vote of Council.
4) Non-Business minutes to be confirmed.
Type #3 Governance System:
Hybrid Model: Council/Department Working Groups
County of Northumberland

Governance System:
Hybrid Model, Regular Council Meeting and Department Working Groups

Council Structure:
- County Warden and 6 Council Members
- Council regularly meets on the third Wednesday of every Month, and each Department Working Group shall meet once per month as needed with the Clerk in attendance to record the minutes.

Hybrid Model:
Department Working Groups are organized by Form which means a committee structure based on department jurisdiction. Two (2) Council Members are appointed to each Working Group and both considered being a Topic Specialist. Each Department presents Staff reports and initiatives within each working group, and councillors are given the opportunity to ask questions and to discuss items.
3) The County of Northumberland

Cathie Ritchie- County Clerk  Jennifer Moore- Acting CAO and Treasurer
ritchiecnorthumberlandcounty.ca  moorejnorthumberlandcounty.ca

The County of Northumberland has a governance structure without a Committee of the Whole. County Council meets once a month at a Regular Council Meeting. All items that appear on the Council Agenda are developed through staff reports that are discussed and presented at Department Working Groups. These Working groups meet once a month, (they do not move forward the business of Council) and minutes are recorded by the County Clerk and are distributed confidentially to all Council Members. Department reports that are developed proceed through each Working Group are then approved by Senior Staff and are forwarded for recommendation to Regular Council for final discussion and approval.

Meetings:

Regular Council Meetings: **12 Meetings per year**

Department Working Groups (Two Council members appointed):

1) Golden Plough Lodge: Long Term Care  - 12 Meeting per year
2) Paramedics  - 12 Meeting per year
3) Finance  - 12 Meeting per year
4) Communications  - 12 Meeting per year
5) Corporate Services  - 12 Meeting per year
6) Transportation and Waste  - 12 Meeting per year
7) Planning  - 12 Meeting per year
8) Social Services  - 12 Meeting per year
9) Economic Development  - 12 Meeting per year

**Special Meetings are scheduled as required during the year**

The County Warden is the presiding officer at the Council meeting chairs each meeting of Council. The Council Agenda is prepared by the Clerk’s office, which follows a format and criteria outlined in a Procedure By-Law, contains the draft minutes of the previous meeting, information on delegations to Council, staff reports, correspondence to Council and by-laws.

The Warden receives and submits all motions that are presented by Council. Agenda items are presented by Staff Reports and itemized on the agenda by topic.
With each item of business, the Warden reads the motion is moved and seconded by any Councillor. The floor is then open for debate. The motion when approved by the majority of Council becomes a resolution whether carried or deafted and forms part of the public record (minutes). The final minutes are adopted by Council or Committee generally at the next regular meeting.
Governance System:
Committee of the Whole and Regular Council with Coordinator System

Council Structure:
- Mayor, Deputy Mayor and 5 Councillors
- Committee of the Whole meetings held on Mondays 7:00 pm every third week
- Regular Meetings are held on Mondays the week after Committee of the Whole
- Councillors hold Coordinator roles - Topic Specialists

Committee of the Whole:
Committee of the Whole Meetings are divided into specific sections related to each Coordinator's area of responsibility as appointed by motion at the inaugural meeting of Council regarding motions and reports. The Mayor acts as Chair for the Committee of the Whole Meetings and at Regular Meetings.