



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: January 3, 2006
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Meeting Date: January 17, 2006

TO: Vancouver City Council
FROM: City Manager
SUBJECT: Roles, Responsibilities and Relationships Review: Terms of Reference

RECOMMENDATION

- A. *THAT Council approve the terms of reference for Roles, Relationships and Responsibilities Review as outlined below:*

Roles, Relationships and Responsibilities Review - Terms of Reference

- i. *Purpose - to provide advice regarding particular aspects of City governance for the consideration of City Council, that will:*
- (a) *Propose principles, guidelines and/or formal policy recommendations to promote good governance, including:*
 - 1. *Relationships between and roles of Council, staff, and the citizenry*
 - 2. *Responsible and appropriate conduct of Councillors and staff members*
 - 3. *Public Input, including advisory bodies and other methods;*
 - (b) *Review the roles, relationships and responsibilities of City Council, staff and the public and propose a Code of Conduct for Council and staff that includes:*
 - 1. *Ethical considerations*
 - 2. *Behavioural guidelines*
 - 3. *Information about appropriate relationships for Council and staff;*

- (b) *Have the capacity to conduct an analysis of existing information about the purpose, form and operation of advisory bodies to municipal governments; and*
- (c) *Have the ability to present an analysis in a form that is useful to City Council for its consideration and deliberations.*

CONSIDERATION

At the Standing Committee on Planning and Environment meeting of December 15th, 2005, City Council referred the following to the Regular Council Meeting of January 17, 2006:

- B. *THAT the following individuals will comprise the Triple R Review Panel: Dr. Allan Tupper, May Brown, Milton Wong, Judy Rogers, Syd Baxter.*

COUNCIL POLICY

On December 15, 2005, City Council adopted the following motion:

1. *THAT Council establish a Triple-R Review (the "Review") to consider the roles, relationships and responsibilities of Council, city staff and citizens in an effort to ensure that they are properly aligned with the City's overall goals and objectives leading up to and beyond 2010.*
2. *THAT the advisory bodies itemized below be established and functioning pending the outcome of the proposed review:*
 - *Peace and Justice Committee*
 - *Vancouver Food Policy Council*
 - *Pedestrian Safety Task Force*
 - *Neighbourhood Engagement Task Force*
 - *Women's Advisory Committee*
 - *City Creative Task Force*
 - *Sustainable Purchasing Task Force*
 - *Mayor's Working Group on Immigration*
 - *Vancouver Prevention Task Force*
 - *Advisory Committee on Disability Issues*
 - *Advisory Committee on Diversity Issues*
 - *Advisory Committee on Seniors Issues*
 - *Bicycle Advisory Committee*
 - *Chinatown Historic Area Planning Committee*
 - *Fire and Rescue Services Advisory Committee*
 - *First Shaughnessy Advisory Design Panel*
 - *Gastown Historic Area Planning Committee*
 - *Public Art Committee*
 - *Vancouver City Planning Commission*
 - *Vancouver Civic Theatres Board*
 - *Vancouver Heritage Commission*

FURTHER THAT on January 17, 2006, Council will consider appointments or a process for appointments to these committees.

3. *One component of the Review will be to consider whether advisory bodies that were in existence as of November 19, 2005: (a) should be continued; (b) should be disbanded; (c) the terms of reference of the advisory body should be varied.*
4. *The Review will consider whether new advisory bodies should be formed.*
5. *Staff report to the January 17, 2006 Council meeting recommending the terms of reference for the Review Panel, with the goal of completing the advisory body component of the Review by February 2006.*
6. *Staff prepare a strategic planning process for Council early in 2006 in order to establish the directions and work plan for this Council.*
7. *The Review will consider the strategic directions and work plan of Council in making its recommendations.*
8. *That the Review include the examination of current and alternative methods of input for citizen advice to Council and staff that will be the most effective.*
9. *That the issue of the composition of the Triple R Review Panel be postponed to January 17, 2006.*

SUMMARY

At its meeting on December 15, 2005 City Council approved a motion to review the roles, relationships and responsibilities of Council, staff, and citizens (the "Review"). This Review will allow a committee to examine particular issues that affect City governance.

Generally speaking, governance refers to the principles, guidelines, policies, and processes that relate to decision making, public administration, and public input and involvement in the execution of City business. A related issue is the conduct and responsibilities of those that initiate, develop, execute and participate in City processes. The Roles, Relationships and Responsibilities Review will focus on a few key aspects of City governance, in particular, the principles and guidelines for good governance, the promotion of ethical conduct in decision making and public administration, and effective public input.

The Review will not duplicate work and consultation done in the area of governance to date, such as that of the Public Involvement Review and the Advisory Body Task Force. This work included extensive public consultation and discussion with advisory bodies. The purpose of the Review is to build on the work completed to date, not to repeat it; and it is to provide analysis and guidance for the development of a policy framework for good government.

First, the Review will provide an analysis of the current models for citizen advisory bodies in use by the City of Vancouver and other governments. This part will be completed by the end of February. This is to ensure that an analysis of the roles, relationships and responsibilities of advisory bodies does not unduly interrupt the work of these bodies. The remaining part of the Review concerning the governance issues not directly related to citizen advisory bodies will be completed in the late spring or early summer.

PURPOSE

This report outlines background, rationale, terms of reference, timelines, budget and criteria for panel membership for Roles, Relationships and Responsibilities Review of Council, City staff, and citizens.

BACKGROUND

The City of Vancouver is known for its commitment to effective government and to public involvement. The design of processes and mechanisms to exchange information and make decisions has a strong influence on the way the City carries out its work.

However, formal City policies, guidelines and principles established to guide City Council and staff related to or affected by governance issues are limited. The success of the City depends on the responsible conduct and ethical behaviour by the public, staff, and elected officials. This will always be so. However, modern public organizations have an obligation to articulate expectations in formal policy.

Recent developments in other jurisdictions have exposed the consequences when principles, guidelines and policies that promote good governance are not in place, reinforced and upheld. These events have highlighted the crucial importance of having a clear understanding of roles, relationships and relationships at the municipal level. All municipal governments in Canada should learn from this experience.

The City is also committed to providing opportunities for citizen participation in City governance. The widespread involvement of and input from the public is a significant aspect of City operations. In 1996, the City of Vancouver launched the Public Involvement Review to improve the ways it engages citizens in its programs and processes. City Council also adopted guiding principles for public involvement in 1998. More recently, the Advisory Body Task Force reviewed advisory bodies and proposed changes to their terms of reference and operations.

The City engages the public in the context of programs, policy development, development processes and through its focus on diversity. It also involves the community through advisory bodies.

The City's work on governance and public input has been recognized through numerous awards, including the Citizen Involvement Award from the International City/County Management Association in 2003, the United Nations Innovation in Public Service Award for the Neighbourhood Integrated Services Teams in 2003, and a World Summit Award for the City's website and its focus on informing, educating and engaging citizens in 2005. The City therefore has an interest in continuing to develop its capacity in these areas.

DISCUSSION

Based on a commitment by City Council to creating and maintaining good governance practices, the purpose of the Review is to provide assistance in the development a policy framework to clearly outline the roles, relationships and responsibilities of Council, staff and the public in carrying out City business. The goal of this Review is to improve the

effectiveness, transparency and accountability of processes, behaviour, and work carried out by Council, city staff, and the public.

Generally speaking, governance refers to the principles, guidelines, policies, and processes that relate to decision making, public administration, and public input and involvement throughout the execution of City business. A related issue is the conduct and responsibilities of those that initiate, develop, execute and participate in City processes.

The Roles, Relationships and Responsibilities Review will focus on a few key aspects of City governance, in particular, the principles and guidelines of good governance, the promotion of ethical conduct in decision making and public administration, and effective public input. It will develop and propose governance principles and guidelines, a code of conduct for Council and staff, and an analysis of current and possible ways of gathering public input and ensuring effective public participation.

The motion passed by City Council on December 15th that established the Review instructed City staff to recommend terms of reference. The Review's draft terms of reference are included in the recommendation of this report.

A related matter is the issue of the composition of the Review committee. Criteria for the composition of the Review committee are included in the proposed terms of reference. Council has a referred motion from the Mayor before it that addresses this issue in which Dr. Alan Tupper, May Brown, Milton Wong, Judy Rogers and Syd Baxter are proposed as the members of the Roles, Relationships and Responsibilities Review committee.

The City of Vancouver is managed by City Council and staff in a highly responsible, ethical and effective manner. However, public organizations must always be vigilant about instilling the fundamental principles and values of good public administration and never assuming that they will be absorbed through osmosis.

A number of municipalities have experienced a lack of clarity surrounding the roles, relationships and responsibilities of Council, staff and the public. Mishandling conflicts of interest and other situations related to conduct erodes public confidence in local government. It is useful to consider the lessons learned by these municipalities when looking to establish policies and guidelines for the City.

For example, a code of conduct for Councillors and staff would reinforce high standards of ethics and behaviour for Council and staff members. It would also signal to the public that these high standards are expected in all areas of City business. A code of conduct may also address issues related to general conduct, conflict of interest, personal benefit, relationships between officials, access to information and Council resources and misbehaviour. Many situations can be unclear or confusing, and a code of conduct can help clarify appropriate behaviour for Council, staff and the public in a local government context.

Role and Scope of the Review

It is important to clarify the role of the Review and the appropriate scope for its work given City work undertaken in related areas and the nature of some issues the Review will address.

In the area of public involvement and public input, the Public Involvement Review and the Advisory Body Task Force undertook major, consultative projects that incorporated extensive public input. It is not necessary to duplicate this work. The Review will instead focus on an analysis and synthesis of work completed to date and make recommendations to Council that incorporate the City work already completed, the expertise of experienced professionals and community members, and a study of best practices.

It will therefore also be the role of the Review committee to provide recommendations on the issues included in the terms of reference. This will include principles and guidelines for governance related issues, broadly defined roles and responsibilities for Council and staff, a code of conduct, forms of public input and the criteria that may be used when determining the purpose structure, terms of reference, reporting structures and role of advisory bodies.

The Review committee should not make recommendations to continue or discharge particular advisory bodies. That is the role of City Council. The Review will provide information, analysis and criteria that will provide a framework for Council to make those decisions in the context of its priorities and goals.

FINANCIAL IMPLICATIONS

Funding in the amount of \$10,000 will be needed to support the work of the Roles, Relationships and Responsibilities Review as outlined in the following table. Source of funds to be the Public Access and Council Services budget.

Roles, Relationships and Responsibilities Review Costs	
Meeting Costs	\$1,100
Materials Preparation	\$2,500
Printing and Production	\$3,900
Research	\$2,500
Total	\$10,000

CONCLUSION

The Review provides an opportunity for the City to formally reinforce its commitment to good government, responsible public administration and effective public involvement. It will develop and propose governance principles and guidelines, a code of conduct for Council and staff, and an analysis of current and possible ways of gathering public input and ensuring effective public participation. The Review will contribute to the alignment of the City's mission, goals and objectives and strengthen the City's capacity to provide effective government for the citizens of Vancouver.

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