REPORT OF THE VOLUNTEER MEMBERS OF THE 'CITIZEN ADVISORY COMMITTEE' REVIEW TEAM

Feb 5, 2020

Discussion Draft V3

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Preamble

Our recommendations are based, wherever possible, on the feedback received from the public, advisory committee members and staff collected during 2019. As far as possible, we have only made recommendations where there was either a clearly expressed desire for a solution or a clearly identified problem that existed for which a solution needed to be identified.

The engagement data we had available, however, did not include any evidence on several key elements on which we were tasked by council to provide recommendations. In those cases, we have inevitably provided our own conclusions on the best route forward based on our own knowledge of the city, advisory committees and background research we conducted.

Historical Note

This report and its recommendations represent the fourth occasion on which citizens have been asked to provide advice to council on Advisory Committee reform, beginning in 1997.

On each occasion, while the recommendations have differed since 1997, the initial conclusions were similar. Advisory committees far too often did not work as intended and were not properly integrated into the decision-making process. Poor structure, poor terms of reference, misunderstandings, lack of relevant training, and selection methods open to influence all worked to undermine the role advisory committees should have in establishing citizen voices with appropriate input at the centre of City Hall.

We therefore encourage council to adopt our recommendations, recognizing the very longstanding need for change and the ongoing need for flexible, collaborative and insightful resident voices as trusted partners at City Hall and with staff and Council.

1.0 Context

1.1 Direction to Staff

In December 2018, the Mayor's Office issued the following recommendations via Report MO-01-18 to the Committee of the Whole:

1. Increase the composition of elected representatives to the Conservation Halton Board from 1 out of 4, to 2 out of 4, with the remaining two being citizen appointees, subject to an interview process at the beginning of each term of council

2. Decrease the composition of elected representatives on the Burlington Economic Development Corporation from 3 to 2

3. Establish a Waterfront Citizens Advisory Committee, and direct staff to report back with proposed terms of reference by Q2 2019

4. Establish a stand-alone Transit Advisory Committee and direct staff to report back with proposed terms of reference by Q2 2019, including cooperation between this committee, the Cycling Advisory Committee and the Integrated Transportation Advisory Committee.

5. Establish the Mayor's Millennial Advisory Committee as a permanent citizen advisory committee of council, and direct staff to consult with members and report back with proposed terms of reference by Q2 2019

6. Decrease the council appointees on Downtown Parking Committee from two to one

7. Conduct an overall review of citizen advisory committees, including consultation with the public and citizen advisory committee members, and report back to council with recommendations and options for changes to improve effectiveness by Q2 2019

1.2 Review of Citizen Advisory Committees and Convening the Review Team

After a period public engagement in 2019[1] specifically regarding Citizen Advisory Committees, the City Clerk convened a group of Burlington residents, "The Review Team", to review the engagement results and to develop recommendations based on this feedback from the public.

The scope of work for The Review Team therefore included developing recommendations regarding items #3, #4, #5, #7 from the Direction to Staff listed above.

[1] See Appendix 2, Section G for details of the public engagement conducted by the City of Burlington

2.0 Summary of Review Team Response to Direction MO-01-18

1. **Directions 1, 2 and 6** were not considered part of our review team terms of reference so were not addressed.

2. **Regarding Direction 3**: Burlington's waterfront deserves to be protected for the amenity and enjoyment of present and future residents. If that is the intent of a Waterfront Advisory, we conclude that waterfront protection can be achieved under the auspices of the existing Heritage Advisory, which carries the weight of regulation and enforcement under The Ontario Heritage Act. This appears to offer such protection under "heritage conservation districts" and "conservation district designations" by municipalities. We feel strongly that The Waterfront is a major part of our city heritage deserving of similar mandated attention. Other aspects of the waterfront such as Windows to the lake, smaller parks, and enjoyment and use of the waterfront can be undertaken by "Task Forces" created for that particular purpose.

3. **Regarding Directions 4 and 5:** Given the city's commitment to an Integrated Mobility Plan, including fast, reliable and more frequent transit as a desired outcome[2], we recommend that the additional Transit advisory be established, and that representation of this advisory committee be included under ITAC to ensure integrated discussion on transportation issues.

   The Review Team sees merit in establishing an advisory committee for Burlington residents between the ages of 18 and 30 years, however recommends the term "Younger Adult" as opposed to the term "Millennial". Tying a committee to a generation will leave a gap as the generation ages. Using an age range is consistent with Burlington's existing Seniors (or "Older Adult") advisory committee for residents 55 years or older.[3] Similarly, a Youth Advisory can be created and formalised for those of high school age, 13 to 17 years of age.

4. **Regarding Direction 7:** we undertook an overall review of citizen advisory committees. In doing this we sought commonality of function in order to encourage communication, remove silos and more efficiently allocate staff resources. Where possible advisories are aligned with the recently revised City Operations and Management Structure. Specific recommendations were developed regarding the following areas related to citizen advisory committees and are further outlined in section 3.0 of this report:
   - Selection Process and Criteria
   - Advisory Committee Terms of Reference
   - Enabling Improved Collaboration and Coordination by Establishing CiViC (Civic Vision Collaboration)
   - Training of Advisory Members, Committee Clerks and Staff Liaison
   - Enabling Advice Earlier in the Process
   - Issue-Specific Task Forces
   - Advisory Committee Budgets

[2] See Transportation Master Plan: https://www.burlington.ca/en/services-for-you/Transportation-Master-Plan.asp
[3] https://www.burlington.ca/en/your-city/burlington-seniors-advisory-committee.asp

3.0 The Advisory Committee Review Recommendations

3.1 Selection Processes and Criteria

In reviewing the feedback from the public engagement results, the following key points informed our recommendations regarding the selection process

- Advisories must reflect the diversity of Burlington's communities. While mandating levels of inclusivity in volunteer organisations can be problematic, we believe inclusion targets and benchmarks based on demographics and nature of each committee will broaden the inclusivity desired in advisories.
- At present there exist real or perceived barriers to inclusion on advisories. Even the term "Citizens Advisory" has been cited as limiting to newcomers because they are not "citizens" yet.
- There is a lack of knowledge of how advisory members are selected. The results from the public survey show that 42% (167/390) of the contributors have not applied to an advisory committee for lack of awareness.
- The commitment of time required to participate in advisories is another barrier to higher participation, 34% of contributors to the public survey indicating that they do not participate due to limited time.
- Three-year service terms could be a barrier for those with limited time. Although 35% of contributors indicated that a 3-year service term is ok, a higher number were either in favor of a 2-year period (30%) or unsure (25%).

This led to 3 major recommendations on selection.

Recommendation #1: The term "Citizen" will be dropped from Advisories.

Recommendation #2: Terms of office will be two years with the possibility of renewal for two additional two-year terms, (i.e. maximum 6 years of service). This will allow for flexibility and continuity as well as the ability for returning members provide mentorship to new members.

Recommendation #3: In order to reach the widest range and demographic of participants on advisories, present selection methods, (e.g. Get Involved Burlington, online and local media advertising), will be enhanced and improved by blending with a form of random invitation and selection[4] to enlist volunteers for a pool of potential advisory members. This helps ensure transparency and reduce any possibility of perceived bias in the selection process. Random invitations to express interest in volunteering for advisories will further increase diversity of people and ideas. This will not impact areas where some percentage of the membership is mandated.

Note: Participation in any city advisory should not be predicated on any formal or informal expertise. The city already has qualified and expert staff in all of its functions who provide professional direction and policy recommendations to council. The purpose of Advisories is to supplement this with advice

[4] See Appendix 3 for a detailed description and discussion of the random selection process

based on the relevant "Lived Experience" of residents of Burlington which can be overlooked in staff's more technical considerations.

3.2 Advisory Committee Terms of Reference

It is recommended that these should be revised and rewritten.

Recommendation #4: Terms of reference will be clarified to ensure that the work of all advisories is consistent, common and clearly understood. New terms of reference will delineate:

a) Common overarching operating guidelines, reporting procedures and rules of engagement written by staff to ensure consistency across all advisories.
b) Individual committee objectives and work plans will be devised and written and updated as required by each advisory to suit their remit and responsibilities.

3.3 Enabling Improved Collaboration and Coordination by Establishing CiViC (Civic Vision Collaboration)

Recommendation #5: The creation of a new CiViC Group (Civic Vision Collaboration) becomes the communication clearing house for advisory committee matters. The main goal of this group is coordination and avoiding duplication of efforts across committees.

a) CiViC Group will comprise: One staff member from Corporate Public Involvement, one representative from ChAT, one representative from each advisory.
b) CiViC will meet quarterly to discuss and resolve issues of concern to advisories, help coordinate the work of various Advisories and task forces, identify opportunities for collaboration and shared advice to eliminate duplication of efforts and reduce engagement silos.
c) On an annual basis CiViC will dedicate the first of its quarterly meetings to review the proposed work plans and potential budget requests of advisory committees to ensure alignment.
d) Ensure that all engagement and advisory initiatives are conducted in compliance with Burlington's Engagement Charter.
e) Where appropriate, will guide issues to the proper advisory and alert appropriate staff for input and help with engagement matters at hand.
f) Will respond to the need for task forces to be struck, will create such task forces from volunteer pools and disband task forces upon completion of the task.

This group will assist advisories in achieving the objectives of the city's "Vision to Focus" initiative. This may reduce committee staff time initiating work plans of advisories and free those staff to guide and facilitate advisories.

3.4 Training of Advisory Members, Committee Clerks and Staff Liaison

Part of the mandate and remit of the new CiViC Group must be to develop and provide training for new members of Advisories.

The City will doubtless continue to develop engagement process along the lines of IAP2. It is recommended that such training be concentrated on Clerk Staffs, Advisory Liaison Staffs and those most involved in engagement activity.

Recommendation #6: Without infringing on IAP2 organisation's training exclusivity, some form of training must be provided for new advisory members.

a) IAP2 training must be continued for staff and councillors.
b) Advisory liaison staffs should be the most urgent recipients of such IAP2 training.
c) New members of advisories must receive more thorough and relevant training on the purpose and operation of Advisories.
d) Without infringing on IAP2 training exclusivity some form of training must be provided for new advisory members.
e) Special regard must be given to the chairs of each committee related to training on effective management of committees and meeting conduct.
f) As part of a mentoring process training may be conducted by former or second term advisory members

3.5 Enabling Advice Earlier in the Process

Recommendation #7: Advisories will now provide advice to Council, Committees of Council and Departmental Staffs.

Recommendation #8: Staff reports to council will include a statement of the input to that report from advisories.

This allows advice to be introduced at the earliest possible stage in the city decision making process. It will clarify and better define the roles of staff in Citizen Advisories and will improve timeliness and effectiveness of advisories in bringing matters before City Officials. It will also reduce staff and council time devoted to advisory matters by resolving them at lower levels in the chain of command.

3.6 Issue-Specific Task Forces

Recommendation #9: Issue-Specific Task Forces are created to advise on matters of a specific and time limited nature.

They are not intended to be on-going or permanent and should be disbanded upon completion of their work and provision of advice to council. They may be comprised of Staff, Councillors, Advisory Members, Non-City Advocacy Groups or Local Volunteers with an interest or knowledge of the issue being addressed. Ideally, task forces will present opportunities for more residents of Burlington to be engaged rather than populating them entirely by existing committee members.

The idea of Issue-Specific Task Forces has been suggested in most outreach efforts and is supported by responses from the surveys of council, staff and advisory members.

This review team endorses and recommends such endeavours wholeheartedly but care must be taken to avoid duplication and overlap of effort. Ideally, the mandates of task forces would not fall within the mandate of existing advisory committees, however there may be circumstances where a task force will need to coordinate/consult with existing advisory committees.

Part of the remit of the new CiViC Group may be to coordinate, encourage and develop such efforts.

The use of online forums and social media may encourage participation. Randomized selection should be considered as a method to populate such task forces.[6]

3.7 Advisory Committee Budgets

There is tremendous variation in the amounts budgeted for different advisories. This limits the work of some while appearing profligate with others. Some of the monies available to certain advisories are mandated, grant or donations.

Recommendation #10: All City budget allocations for advisories will be pooled.

a) Advisories will apply for funding from that pooled resource based on work plans, outreach efforts and will be allocated based on the business case and worthiness of the application.
b) Where an advisory has mandated, grant, foundation or donation funding, that will remain as funding for that advisory alone.
c) CiViC Group will review advisory committee work plans and planned budget requests on an annual basis to coordinate applications for funding with city finance department.
d) Final responsibility and oversight remains with the Finance department of the city

[6] See Appendix 3 for a detailed description and discussion of the random selection process

APPENDIX 1 - Tabulation of the Discussion & Conclusions (Sep to Nov 2019)

Item / Issue: From Staff Direction/Action Labs/ Surveys.	**Discussion:** What we heard from Burlington residents.	**Conclusion:**	**Impact on Report:** How we reached our recommendations.
General Approach to Review of CACs and Structure/Communication	There is a general feeling from the surveys, action labs and engagement efforts with Council, Staff, Existing CACs and the public that there is value in having and retaining a form of advisory committees within the city. There is a widespread lack of understanding of why advisories exist, their purpose, how they function and if they are effective. This lack of understanding extends beyond members of the public to Councillors, Advisory Liaison Staff, Committee Clerks and Advisory Members. There is a lack of clarity on why citizens should or how they can become advisory members. While some CACs enjoy moderate success and influence on council and the public, some fall short of desired impact and effect. There is a concern that resident input and advice to Council from advisories and other bodies comes too late in the process to be meaningful or effective. There was a somewhat surprising undercurrent that the word “Citizen” creates a barrier to participation on Advisories.	Action is required to refresh the makeup, operation and effectiveness of CACs. The tools, resources, staff and more importantly the will at council and with the public exist to achieve this. The Charter Action Team created following 2011 Shape Burlington Report has never achieved its full potential. That potential still exists if city and staff can commit to broadening the role and improving the effectiveness of ChAT. It was agreed that the terms Citizen would be omitted or replaced.	The structure and reporting of Advisories should be amended to reflect the new structure and departmental reporting of City Staff. CiViC Group is formed as a coordinating group for advice, typically a clearing house or coordinating body for all engagement efforts and information flows. They will help Identify areas of duplication, overlap and opportunities for collaboration Advice sought by council or departments may be channeled directly to advisories or through CiViC Group to the appropriate Advisory Committee where appropriate. They will assist in setting up task forces when required. Advice from Advisories will be extended to include advice to Staff, Committees of Council and to Council. This allows earlier and more effective engagement in the city decision making process. That advice and input will go directly to Staff, Committees of Council and to Council. It is not vetted or approved by CiViC Group.

Item / Issue: From Staff Direction/Action Labs/ Surveys.	**Discussion:** What we heard from Burlington residents.	**Conclusion:**	**Impact on Report:** How we reached our recommendations.
Selection Process for Advisory Committees	There is a strong feeling from staff, this review team and the surveys in general that the present selection process has several shortcomings. Present selection process limits the breadth of inclusivity that advisory committees must have to be effectively representative. It favours a well-meaning but recurring group of volunteers who work hard to improve the city but do so through a limited lens. Time constraints for many family/working age residents force many not to participate. This tends to skew advisories towards an older demographic. If we are to move forward with some form of random selection process, we must convince all stakeholders that this does not preclude existing selection processes or replace valuable volunteers chosen by that existing process.	If advisories are to mean more to the city, the selection process must reach a bigger and more diverse pool of potential volunteers. If Inclusivity is to be a core element of city engagement, Randomised Selection will help achieve that. Review team feel that advisories will be strengthened by supplementing existing recruitment with a form of random selection process. While mandating levels of inclusivity in volunteer organisations can be problematic, we believe inclusion targets and targeted benchmarks will broaden the inclusivity desired in advisories.	The review team research on Randomised Selection processes is so convincing that the report recommends a form of Randomised Selection Process. It must be stressed that this **supplements and augments** the present selection process and does **NOT** replace it. See argument and reference materials in Appendix 3 regarding Random Selection Process It must be noted that participation in any city advisory is not predicated on any formal or informal expertise. The city already has well qualified and expert staff in all of its functions who provide professional advice and policy recommendations to council. The purpose of Advisories is to provide advice to council based on the “Lived Experience” which can be missed in staff’s more technical proposals. Inclusivity targets and benchmarks will be recommended for advisories. Even with a random selection process no one may be coopted to an advisory or task force not of their choosing.

Item / Issue: From Staff Direction/Action Labs/ Surveys.	**Discussion:** What we heard from Burlington residents.	**Conclusion:**	**Impact on Report:** How we reached our recommendations.
Terms of Reference for Advisory Committees	The widespread lack of understanding of why advisories exist, their purpose, how they function and if they are effective should be addressed by; Clarifying and standardising Advisory Terms of Reference. Improving Training and Awareness for Councillors, Advisory Liaison Staff, Committee Clerks and Advisory members.	Advisories operate on two levels. There are elements of CAC operation that must be common to all advisories. There are operations and work that will be specific to individual advisories. Terms of reference must reflect that.	There should be generic Terms of Reference which outline common codes of conduct, reporting channels, quorum, voting, potential conflicts, expected participation effort etc. These will be common to all advisories. The actual operations and work plans of the advisory will vary from advisory to advisory and should be set by the members and may vary issue by issue.
Training and Education for CACs	The surveys, particularly of city staff and existing advisories, were almost unanimous that education and training of Advisories is not sufficient. This contributes to the much-discussed lack of clarity and understanding of the function and operation of Advisories. This lack of understanding extends to Councillors, Staff and Advisory members. IAP2 provides training for staff on engagement issues. IAP2 training can only be provided by The IAP2 and is therefore expensive and time constrained. Current training for advisory members and volunteers is limited to a repetition of advisory terms of reference and is obviously ineffective as the lack of understanding indicates.	IAP2 training must be continued for staff and councillors. Advisory liaison staffs should be the most urgent recipients of such training. New members of advisories must receive more thorough and relevant training in house, on the purpose and operation of Advisories. Without infringing on IAP2training exclusivity some form of training must be provided for new advisory members.	Part of the mandate and remit of the new CiViC Group shall be to develop and provide training for new members of Advisories. The City will doubtless continue to develop engagement process along the lines of IAP2. It is recommended that such training be concentrated on Clerk Staffs, Advisory Liaison Staffs and those most involved in engagement activity. Without infringing on IAP2 training exclusivity some form of training must be provided for new advisory members. This may be part of a mentoring effort by returning or recent advisory members.

Item / Issue: From Staff Direction/Action Labs/ Surveys.	**Discussion:** What we heard from Burlington residents.	**Conclusion:**	**Impact on Report:** How we reached our recommendations.
Inclusivity	The surveys question the degree of inclusivity on CACs. Staff question the degree of inclusivity on CACs. Existing advisories question the degree of inclusivity on CACs. Council seek improved inclusivity on CACs. This Committee is unanimous in seeking improved inclusivity on CACs. How do we strengthen inclusivity? We gave serious consideration to incorporating Inclusivity into the Accessibility Advisory and there are strong arguments in favour of that. We chose not to pursue this at present as it may encroach on accessibility mandate under AODA. and it may suggest excluded groups are somehow a disabled community rather than inclusion-seeking communities. Adopting an element of randomness in the Advisory Selection process will broaden the volunteer pool and improve inclusivity in participation.	Inclusivity must be a core element of all citizen engagement. All advisories should reflect the city's diverse make up.	Lack of inclusivity negatively Impacts the selection process. Widening the inclusivity net supports a Randomised selection process.

Item / Issue: From Staff Direction/Action Labs/ Surveys.	**Discussion:** What we heard from Burlington residents.	**Conclusion:**	**Impact on Report:** How we reached our recommendations.
Waterfront Advisory	Council Direction MO-01-18 Asks that a Waterfront Advisory be created to offer advice on protecting Burlington's waterfront. It is agreed by all that our waterfront is an important part of our city, its amenability and indeed its heritage. The long-term plans for waterfront protection, creation of trails and public access are large and long-term undertakings. Might they be better addressed using the regulatory and mandated power of the Heritage Advisory Committee to address the bigger aspects of waterfront protection? Is there a case to be made under the Ontario Heritage Act for including this in the mandate of the existing Heritage Advisory Committee? Smaller more immediate waterfront projects such as Windows to the Lake and improvements to existing Lakeside Parks can be addressed by issue-specific task forces as required.	The Ontario Heritage Act appears to offer such protection under "heritage conservation districts" and "conservation district designations by municipalities." This should be brought to the attention of the Heritage Advisory Committee for further investigation.	The Report will recommend that The Heritage Advisory already has the provincial mandate to protect the waterfront. Therefore, there is no real need for a Waterfront Advisory. The Creation of Issue-Specific Task forces forms part of our recommendations, this will address issues of smaller lakefront projects.

Item / Issue: From Staff Direction/Action Labs/ Surveys.	**Discussion:** What we heard from Burlington residents.	**Conclusion:**	**Impact on Report:** How we reached our recommendations.
Stand Alone Transit Advisory	Council Direction MO-01-18 Asks that a stand-alone Transit Advisory be created to offer advice on improving transit Existing Integrated Transportation Advisory seems to serve Cycling, Parking, and Walkability issues well but is less effective on Public Transit issues. A new transit outlook on council and improved relationship with non-city advocacy group Burlington for Accessible Sustainable Transit points to potential value in such an advisory. Past negative history with Advisories may make BfAST members reluctant to join the city umbrella this may require some salesmanship to bring them on board.	Various Transit / Transportation Modes need better advocacy and coordination to be effective. As part of the general effort to improve multi modal mobility such a Transit Advisory should be created and melded into a new Mobility Group which incorporates the best of ITAC with the promise and effectiveness of BfAST.	The Report will recommend including a Transit Advisory and changes to the communications structure to improve coordination of various mobility advisories. The report will also recommend utilising Non-City Advocacy Groups in the formation of Task Forces and by encouraging their participation in advisories.
Millennial / Young Adult Advisory	Council Direction MO-01-18 Asks that a Millennials' Advisory be created to provide a voice for this demographic. Generally supportive of this idea, the team had some concerns about the definition and longevity of such an advisory. Millennials are defined by a range of dates of birth. As such they are an evolving demographic. Today's millennials will be tomorrow's seniors but will still be millennials. Imagine an Advisory created for Baby Boomers in the nineteen seventies. Would that now be the Seniors/Older Adult Advisory?	Originally, we thought of Live/Work/Play advisories with Youth, Adult and Seniors advisories. While staff on the review team prefer different titles to comply with current city definitions and programs and the definitions require refining, this integrated approach is favoured by the review team. While the current members of the millennial demographic deserve a voice, might this be harnessed under the "Millennial / Young Adult" label?	The Report will recommend including some form of "Young Adult Advisory" and will incorporated this into changes in the communications structure to improve coordination of various Age Demographic Advisories.

Item / Issue: From Staff Direction/Action Labs/ Surveys.	**Discussion:** What we heard from Burlington residents.	**Conclusion:**	**Impact on Report:** How we reached our recommendations.
Youth/Student Advisory.	Council Direction MO-01-18 Asks that a Youth Advisory be created to provide a voice for this demographic. While supportive of this idea, the team had some concerns about the definition and age range of such an advisory. Should youth include Students? At which level of age or school grade? There is already a Student Council, might this be included in the Advisory Community	Originally, we thought of Live/Work/Play advisories with Youth, Young Adult and Seniors advisories. While staff on the review team prefer different titles to comply with current city definitions and programs, the definitions require refining, this integrated approach is favoured by the review team.	The Report will recommend including a Youth / Student Advisory and will incorporated this into changes in the communications structure to improve coordination of various Age Demographic Advisories.
Issue-Specific Task Forces	There is strong support in the surveys and action labs for some form of advisory which is more immediate, less time consuming and hopefully more effective than some of the CACs may be capable of generating. Perhaps the issues are outside the advisory's mandate/terms of reference. Perhaps some issues cross jurisdictional lines. Perhaps an issue impacts the whole city and requires broader input. There will be issues where time constraints and immediacy of action require speedy reaction that traditional CACs lack.	Task Forces provide citizen views and organizational expertise on a specific set of defined topics/issues. Task Forces consider information, receive and provide feedback, report back on and advise on the particular issue. Task forces would disband upon the completion of their task.	The Creation of Issue-Specific Task forces will form part of our recommendations. Their formation may be requested by Staff, Committees of Council, Council, individual councillors, or CACs any of whom may seek community input on any issue. Non-City advocacy groups, CAC members, staff members, councillors and/or community members at large may participate on Task Forces. A Randomised selection process may be the best format for task forces. Task forces will be time limited to the achievement of their purpose.

Item / Issue: From Staff Direction/Action Labs/ Surveys.	**Discussion:** What we heard from Burlington residents.	**Conclusion:**	**Impact on Report:** How we reached our recommendations.
Budget for CACs.	There is no apparent fairness or cohesion in the allocation of funding for CACs. Some receive reasonable funding some have almost none. As CACs have evolved some have fallen in and out of fashion and their funding has followed that course. There are some Advisories whose funding is mandated or comes from grants or sponsorship. These mandated or granted elements of funding should not be changed. A pooling of city funding may more fairly distribute funds and may better direct funds to more active and successful advisory work plans and efforts.	That portion of CAC funding that comes from taxpayers and can be discretionary should be more fairly allocated. These funds should be pooled and allocated based on workloads, tasks undertaken and potential outcomes and benefits for the city. This seems to have support of Clerks and Finance offices but may require some clarification of how funding is applied for and granted to CACs.	The report will recommend consolidation of all CAC budgets with committees submitting funding requests through their committee clerks based on approved work plans. Exceptions to this will be: Grant funding secured by the current Heritage Burlington Advisory Committee, approved by Council that Heritage Burlington has set out in their work plans. Some Mundialization Committee funding based on the City's twinning relationships and activities undertaken on behalf of the City. Civic Recognition (formerly Burlington's Best) event receives sponsorship funding for various categories and this will continue to keep the event successful.

APPENDIX 2 - General Thoughts and Considerations Arising from Surveys an Action Labs in the Review of Advisories.

A) Why Have Advisories at all?

This was the overriding question asked of the review when it began in May 2019.

One of the most consistently repeated views from the surveys, action labs etc. is that advisories have value for the city, council, staff and citizens. There was a very strong feeling that advisories should continue to exist but that their effectiveness and value could be strengthened and improved.

A large part of that improvement should be clarifying the roles and reporting of committees. Confusion about the existence, roles and working of advisories was common among council, staff, advisory members and citizens at large.

As well as restructuring advisory reporting it is recommended that training in IAP2 continue with staff and be extended in basic form to incoming advisory members.

The review team conclude Advisories should continue to exist but be made more inclusive, responsive and effective.

B) Limited Time, Issue-Specific Task Forces

Again, one of the most suggested ideas was that in some situations, issue-specific task forces, working on a single issue in a fixed timeframe, might be more effective than traditional advisories. It was also strongly felt that Non-City Advocacy Groups have a major role to play in providing advice and information to all levels of the city. The review team concluded that groups such as BfAST, ECoB Burlington Green as well as service clubs etc. should have a role as members of advisories and task forces as part of the new structure.

C) Some Thoughts Considered in Groupings and Removal of Silos

A. Mobility Coordination Group consists of three (3) Advisory Committees.
    1. Cycling Advisory.
    2. Transit Advisory.
    3. Integrated Transit and Transportation Advisory.

B. Community Health & Culture Coordination Group consists of four (4) Advisory Committees.
    1. Inclusivity Advisory.
    2. Youth Advisory
    3. Millennial/Adult Advisory.
    4. Older Adult Advisory.

C. Heritage, Sustainability & Environmental Coordination Group consists of four (4) Advisory Committees.
    1. Heritage Policy and Development Advisory.

2. Sustainable Development Advisory
3. Agriculture and Rural Advisory.

This streamlining of Committee Structure and Communication Advisory Map achieves several objectives.

- It addresses the direction (MO-01-18) to staff by council to consider new advisories.
- It creates Issue-Specific Task Forces with single time sensitive objectives.
- It clarifies the roles of Committees, Staff and Council in regard to Citizen Advisories
- It clarifies and enhances the role of The City Vision Collaboration Group.
- It groups related advisories for coordination and removes silos.
- It opens the whole advisory process to "Non-City" advocacy groups.

D) Budgets and Financing of Advisories

For some time, the budgets for individual advisories have been arbitrary and perceived as unfair.

Some advisories have budgets in the several thousands of dollars while some have only a few hundred. The review team recommends that all advisory funding be pooled; then allocated to advisories on a case by case basis, justified by the work being undertaken by the advisory and presented as a business case.

Exceptions to this will be required for mandated funding and advisory specific grants and donations.

E) Selection for Advisories

In order to attract the widest and most diverse range of applicants and members to Advisory Committees, who are representative of the whole city and its diversity in a process that avoids both real and perceived conflicts of interest, the following selection methods are recommended:

1. To remove a barrier, identified by citizens and staff, the term **"Citizen Advisory"** will no longer be used. Residents of Burlington who are not yet "Citizens" should not be discouraged from participating.
2. Current methods of outreach including but not limited to: City web site, Councillor's ward newsletters, local newspaper advertising, public libraries, existing advisories, City talk magazine and all the usual methods of outreach will continue.
3. To ensure the outreach for potential applicants reaches the widest possible range of residents, (the 40% who are totally unaware of city Advisories) the review team researched Civic Lotteries as a means of recruiting for committees and task forces. It is recommended that the present methods of outreach be augmented by a random selection process of mail outs to a number of randomised residents. Respondents to such a random mailing would be added to the list of applicants by regular means for consideration for advisory or task force participation.
4. Better enforcement of term limits and refreshing membership of CACs will provide more opportunities to participate. It is recommended that membership term limits become staggered 2 year terms, renewable twice to a maximum of 6 years of service.
5. Utilisation of "The Better Impact Volunteer Management Software" will enhance and improve the selection process.

F) Suggestions on how engagement process might work:

1. Issues for consideration by Citizen Advisories arise from numerous sources.
   a) Council may request advice and input on any issue of interest or concern to them .
   b) Committees of Council may request advice and input on any issue of interest or concern to them.
   c) Departmental Staff may seek input on current issues before them.
   d) Citizens, Civic Bodies, Local Advocacy Groups can bring issues and concerns to the attention of Citizen Advisories as well as existing routes to engage council and councillors.

2. Initially all requests or issues seeking a response or advice from an advisory are routed to the appropriate Advisory. Where the participation of multiple advisories or task forces are required, requests for advice are routed through CiViC Group to coordinate the work of the advisories and / or task force.

   a) Working with members from each Advisory Collaboration Group, using the Engagement Charter IAP2 protocols already in place, CiViC formulate and present a request to the appropriate Advisory Committee.
   b) The CiViC Group consider the relevance and priority of the request and assign it accordingly. They may advise whether the advice arising is directed to Staff, Committee of Council or Council for consideration and action.
   c) When appropriate they may strike a short term, issue-specific “Task Forces” with a timeline to provide advice to Staff, Committee of Council or Council.
   d) The appropriate Advisory or Task Force consider the request, seek information and input on the subject from, citizens, city staff, local expertise, non-city advocacy groups businesses and any other legitimate information source.
   e) Based on this they formulate advice to Council, Committees of Council or Departmental Staff.
   f) That advice may be in the form of a report or position paper supported by the evidence collected and backed by a delegation if deemed appropriate by the Advisory Committee.
   g) Advice to departmental staff will be submitted as written advice and may be followed up with interview/discussion if staff see merit in the advice.
   h) All advice to staff will receive a response whether adopted or rejected.
   i) Having advised Council, Committee of Council or Departmental Staff, a Task Force is then disbanded.

These outlines may help form a basis for revision of Terms of Reference for Advisories and task forces.

G) Public Engagement and Feedback in the Review Process

The engagement process, started in May 2019, has been lengthy, broadly based and exhaustive. Some of the tools employed to inform the public about the review and to solicit a wide range of feedback included:

- Public survey on GetInvolvedBurlington.ca (385 responses)
- Existing citizen committee member survey on GetInvolvedBurlington.ca (43 responses)
- City of Burlington staff survey for those that support citizens on various committees (24 responses)
- One Staff Action Lab session
- 3 Citizen Action Lab sessions (May 25 2019, two on May 29 2019)
- Written correspondence
- Open feedback on GetInvolvedBurlington.ca (4 ideas submitted)
- One on one meetings with various citizens
- One on one meetings with members of Council
- Social media posts
- Call for expressions of interest to over 100 citizens that attended the Citizen Action Labs to participate on a review working team
- The establishment of this Citizen Advisory Committee Review Working Team. September – December 2019

The full summary of Citizen Action Lab feedback can be viewed at: https://www.getinvolvedburlington.ca/actionlabs/news_feed/this-is-what-we-heard-feedback-from-the-3-citizen-action-labs

APPENDIX 3 - Random Selection Component in Committee Selection: Justification, Supporting Evidence and Implementation

The review team has recommended a 'blended' approach of traditional volunteers and volunteers identified by random invitation. All such volunteers would go into a general 'volunteer pool' database. When committees require members, they will randomly select members from the pool who have expressed a wish to volunteer for that committee.

A) Public support

One of the clearest conclusions of the public engagement process was that a majority of citizens - all of whom had self-selected to complete surveys and attend Citizen Action Labs on the subject of advisory committees - had no idea how advisory committees were selected, or how to be considered to be a member. 84.6% (330 residents) had never applied. 67.4% did not know/were unsure how to apply.

30% of respondents supported the adoption of 'citizen juries' (i.e. volunteers identified via random invitations), even though public knowledge and understanding of random selection methods is not yet widespread.

Overall themes identified via written responses from residents, current committee members and staff (and shared across these three groups) were:

- Committees should consider diverse views and be representative of the whole city rather than the personal agendas of a few. (Public)
- Conflicts of interest should be declared. (Public, members, staff)
- Representation from youth and other underrepresented groups needs to increase. (Members)
- CACs must not be driven by personal agendas. (Staff).
- Councillors have an important role, but should not have undue influence on committees. (Staff)

B) Independence from perceptions of influence

Meanwhile, a common challenge of advisory committees in Burlington and other jurisdictions is that those most likely to volunteer by conventional methods, and those most likely to be chosen as 'qualified', are not reflective of the population of the city, but are likely to be dominated by certain perspectives, income brackets, ethnicities or age groups.

When volunteer levels fall short, well-known existing volunteers or prominent local activists are sometimes encouraged to apply by staff or council members. While such volunteers should not be discouraged, the selection methods currently employed are open to the perception, whether deserved or not, that selection can be shaped by the preferences of staff or council, and therefore committees may represent an 'insider' perspective.

This runs counter to the need to ensure advisory committees reflect citizens and enable voices otherwise unavailable to the city to participate in productive ways in shaping decisions.

In short, the most essential components of advisory committees are their independence from influence and their ability to reflect the lived experience and preferences of residents. Random selection under the model proposed ensures independence of committee members while not preventing any resident from volunteering to take part in advisory committees.

C) Encouraging all residents to participate in civic life

By reaching out to residents randomly, longstanding barriers to participation are broken.

Potential barriers to volunteering:

1. Don't know committees exist.
2. Don't know how to apply.
3. Cultural background, newness to Canada, unfamiliarity with municipal processes.
4. Feel 'too young', or 'too unqualified' to be chosen.
5. Feel intimidated by City Hall and believe only 'experts' are wanted.
6. Lack of time to find out how to participate.

None of these barriers imply the person is apathetic about city matters, or would not make an excellent committee member. But each factor is likely to prevent a given resident from ever volunteering in the traditional way.

By sending out random invitations, people who fall into this large group will be encouraged to consider becoming involved, and the city will make an important statement about how the opinions of all residents are valued.

D) Representing the full diversity of the city

Random invitations allow the city to overcome the challenges of a lack of volunteers from certain demographics. It will be possible to ensure that every committee and task force is gender balanced, includes suitable levels of representation from members of Burlington's diverse communities, and reflects range of age, income groups and city neighbourhoods. Voluntary demographic data will be collected at volunteer sign-up.

E) Blended approach does not exclude traditional volunteers

The review team recognises the value of enthusiastic volunteers who may simply never be approached by a purely random selection method, and we saw no need to exclude them from potential selection. All volunteers, whether they receive a random invitation, or choose to volunteer directly, will have an equal chance of ultimately being chosen to sit on a committee.

F) Frequently asked questions about random selection

Q: Won't random selection put people on committees who are apathetic about volunteering for the city?

A: No. All volunteers, however identified, will have chosen to volunteer, will have explicitly stated the committee(s) they wish to contribute to, and will understand the level of commitment required. Committees will also include volunteers identified by traditional methods.

Q: Won't random selection mean unqualified people sit on committees?

A: No. The review team believes putting the so-called 'best qualified' people on committees undermines their ability to represent residents' voices, creates a barrier between advisory committees and the public they are meant to represent and can potentially undermine their independence by selection for 'desired' characteristics and experience.

It is the experience and perspective of being a resident in Burlington which is the most valuable 'qualification' advisory committee members can bring to City Hall decision-making.

Q: Random selection may work for short term single-issue task forces, but can it work for permanent committees?

A: Yes. Permanent standing advisory committees and panels chosen 100% by random selection already exist around the world and are currently employed by the City of Toronto. Successful participation in advisory committees already requires training and education, and improved training is a key recommendation of this report, regardless of selection method. With suitable training, a randomly selected volunteer will have exactly the same grounding in City Hall processes and subject matter as any other volunteer.

Q: Won't moving to random selection mean a loss of experience and expertise as members are replaced?

A: No more than at present. All current members of advisory committees will serve out their terms. As vacancies arise, members will be appointed randomly from the volunteer pool. All members will be able to serve up to a total of four years, and we recommend a process of mentorship supported by the CIVIC team and advisory committee structure to ensure new members are welcomed and integrated by experienced members through the learning process.

G) Implementation

A detailed guide to the practicalities of running a successful random selection/civic lottery exists at https://tinyurl.com/yyywlkfb

Initially the city would mail out several thousand invitations to randomly selected residents, explaining why they are being approached, and what they are being asked to volunteer for, and the expectations on those appointed. We recommend 5,000-10,000 mailed invitations based on the experience of successful civic lottery processes across Ontario. All permanent residents of Burlington of high school age or older should have the chance of being randomly invited to volunteer for committees appropriate to them and their age group. While most committee members will be adults, the CiViC team is encouraged to consider an appropriate level of youth representation on all committees, just as it should delineate expected levels of participation to reflect diversity, inclusivity, accessibility and age across all committees. Committees will be gender-balanced (based on resident's self-identified gender), allowing also for the inclusion of residents who self-identify as non-binary.

As volunteer data ages, obsolete data will be removed. We recommend the invitation process be repeated every two years to top up the database with new volunteers, identify new residents, and replace obsolete data.

Respondents will provide voluntary demographic data to allow staff to ensure committees are gender-balanced and inclusive. Demographic factors (for instance age criteria on a youth committee) can be selected by staff without undermining the independence of the process. Respondents who do not provide demographic data will not be excluded from potential selection.

The review team believes this blended selection method will ensure advisory committees consist of committed and enthusiastic volunteers who reflect every aspect and neighbourhood of our city.

H) Supporting Research and Evidence

There is a growing and extensive body of research into the use of random selection in decision-making bodies for government, the public sector and the private sector. A full summary of recent research is too large to be included in this report, but further reading, research and experience can be found in the following places:

https://www.masslbp.com/resources

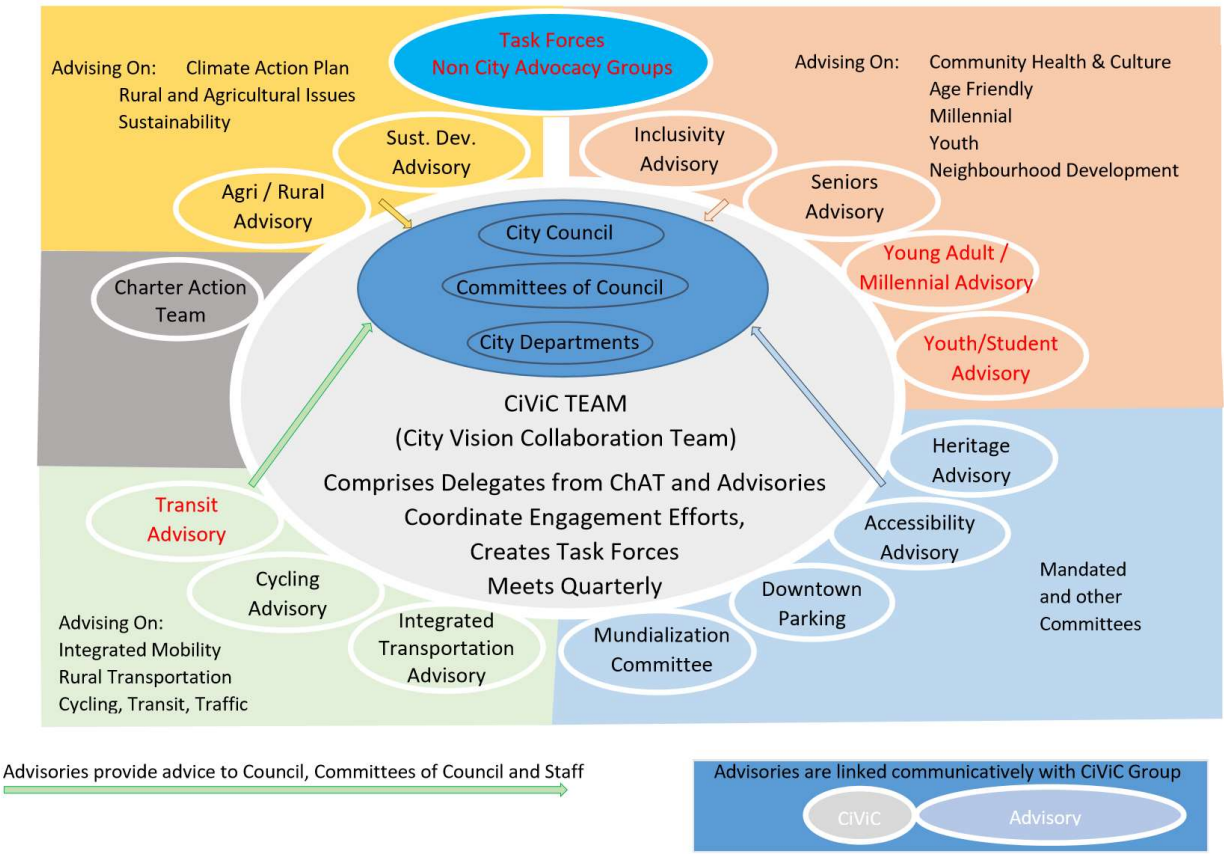
https://www.scribd.com/document/11446805/Sorted-Civic-Lotteries-and-the-Future-of-Public-Participation?doc_id=11446805&download=true&order=461542213

https://www.rowmaninternational.com/book/the_peoples_verdict/3-156-18082fd3-2549-4b20-9f33-a7c4a1c93027

https://www.masslbp.com/work-panels (examples of randomly selected committees mainly in Ontario/GTHA).

APPENDIX 4 - Council Advisory Map

This is not an organizational reporting hierarchy
It outlines the collaboration links for advisories and their relationship to CiViC group.
All committees provide advice to council, committees of council and city departments as appropriate.
New advisories under Direction MO-01-18 are labeled in **RED**



CITY OF Burlington . . . Memo

To: **Advisory Committee Review team c/o Briar Allison, Clerks Department**

From: **Community Planning Department:**
Kelly Cook, Senior Planner and Staff Liaison to Agricultural and Rural Affairs Committee
Jenna Puletto, Special Business Area Co-ordinator and Staff Liaison to Downtown Parking Committee
Thomas Douglas, Planner and Staff Liaison to Heritage Burlington
Danika Guppy, Planner and Staff Liaison to Heritage Burlington

Cc: **Heather MacDonald, Executive Director of Community Planning, Regulation, and Mobility**
Jamie Tellier, Acting Director, Community Planning Department
Leah Smith, Manager of Policy and Research
Brynn Nheiley, Manager of Development Planning
Staff Liaisons to Advisory Committees

Date: **January 27, 2020**

Re: **Advisory Committee Review – Comments on "Report of the Volunteer Members of the 'Citizen Advisory Committee' Review Team", draft dated January 6, 2020**

This memo contains comments on the above-noted report draft from staff of the Community Planning Department, specifically the staff liaisons to the Heritage Burlington Committee, Downtown Parking Committee, and Agricultural and Rural Affairs Committee.

Thank you for the opportunity to provide comments on this report, and for taking the time to meet with staff on January 9, 2020. The meeting helped to clarify the intent of some of the report's recommendations and made clear that we are all working toward the same goals of ensuring residents have an effective voice in informing City decision-making, and of improving the quality of advice that is provided to City Council to inform their decisions. Staff gratefully acknowledge the volunteer work of the five residents on the Review Team, which has resulted in the draft recommendations currently being considered.

The following remarks are organized into general comments and comments on specific sections of the draft report.

General Comments

- Clarity is needed surrounding the use of the word “recommendation” in the draft report. At the January 9 meeting, the Review Team indicated that they were using “recommendation” to mean an idea put forward for discussion and consideration by Council and staff. Typically, a “recommendation” presented to Council is a fully vetted and supported idea that is put forward to Council for a decision to approve/implement/adopt or refuse. If the citizen report is brought forward as a set of recommendations for Council decision during the planned workshop, there will be no opportunity for an implementation analysis by staff. Planning staff recommend reframing the report as an item that Council would direct staff to respond to at a future date, and to avoid requesting a complete decision on the recommendations until a fulsome implementation analysis (including resourcing impacts, compliance with legislative requirements, and alignment with related City processes and procedures) has been completed.

- Staff understand the interim deferral of advisory committee recruitment that occurred while the review process was underway. However, even if Council were to make a decision to adopt the recommendations of the citizen report in full in February, the development of an implementation plan is likely to require a substantial time commitment. Planning staff advise against further delaying recruitment, noting that some committees (for example Heritage Burlington) are currently low on membership numbers and struggling to achieve quorum. Planning staff recommend proceeding with recruitment under the existing framework with a partial (“phase one”) implementation of the current recommendations, specifically:

    - Enhanced promotion of public’s opportunities to apply to advisory committees

    - Clearer and more concise Terms of Reference and work plans, linking back to the committee mandate, Vision to Focus and Strategic Plan.

- In the absence of a formal structure to facilitate broader committee coordination:

    - there is also the possibility of forming an interim staff liaison working group that can meet post recruitment to share proposed committee Terms of References and work plans and identify potential opportunities for collaboration.

    - a staff ‘guide’ to advisory committees can be also be produced to summarize these revised mandates and highlight key items within committee work plans. This guide can be distributed to staff throughout the City, along with the clerks/staff liaison contact information to facilitate more consistent engagement with committees until a more detailed protocol is developed.

- Clarity is needed on the role of Advisory Committees, and in particular the role of Advisory Committees within a broader public engagement framework. Some of the recommendations of the report speak to the need for advisory committees to represent the diversity of the Burlington public. From the planning staff perspective, committees

do not need to represent the full breadth of the diversity of Burlington, because demographic representation is targeted through the City's engagement of the general public. The role of Advisory Committees is to provide a particular perspective on a specific subject area; for example, agricultural and rural affairs. In the make-up of Advisory Committees, the primary consideration must be representation of a specific perspective, expertise, and set of experiences, which is distinct from the perspective, expertise, and experience of either staff or the general public. Demographic representation is an important priority but in the case of Advisory Committees should be secondary to the importance of assembling the needed subject-matter experience for which the Committee was formed.

1.0 Context

1.1 Direction to Staff

- No comments

1.2 Review of Citizen Advisory Committees and Convening the Review Team

- Alongside the Review Team's report, a staff report should be provided to Council with information on the work that occurred prior to the formation of the volunteer Review Team (i.e.: spring 2019 engagement initiatives, summer 2019 formation of Review Team) and to explain staff's analysis of the Review Team's report.

2.0 Summary of Review Team Response to Direction MO-01-18

- Refer to comments below under Appendix 1.

3.0 The Advisory Committee Review Recommendations

3.1 Selection Processes and Criteria

- Re: Recommendation 1: Planning staff support elimination of the term 'citizen' from 'Citizen Advisory Committee'. The new name could be 'Public Advisory Committee' or simply 'Advisory Committee'.

- Re: Recommendation 2:

    - Planning staff support the objective of achieving continuity on committees, but disagree that this will be achieved by aligning Committee terms with Council terms, as this could result in a significant influx of new committee members occurring at the same time as an influx of new Councillors.

    - Planning staff do not perceive the current three-year term to be a barrier to participation, as members are free to withdraw from committees at any time prior to the end of their three-year term. Ensuring robust recruitment processes and an appropriate number of alternates is also an important component of avoiding gaps and reducing the pressure members may feel regarding a three-year term,

i.e. knowing that an alternate is readily available to step in, should they not be able to complete their term.

- Planning staff note that the report recommends providing training and mentorship to committee members, which could be ineffective if a term is only two years with only one renewal to a total of four years. Planning staff therefore recommend that Committee members be allowed to serve either two consecutive three-year terms, or three consecutive two-year terms. This allows a single member's service to overlap two Council terms, and also allows a single member to be trained and then have time to apply their training to the committee through work on multi-year projects, etc.

- Re: recommendation 3:

  - It seems that recommendation 3 is conflating two separate issues: (1) the promotion and general awareness of opportunities for the public to apply to be on an advisory committee, and (2) the selection process for those who choose to apply to committees. It is recommended that these issues be discussed separately.

  - Planning staff support a direction for increased promotion of citizen advisory committees, with a longer and more-publicized application period across a variety of media for diverse audiences. Promotion can also be supported through staff liaisons, existing committee members, and their Council representatives (i.e. social media, Councillor newsletters, ward meetings). Enhanced promotion of advisory committees can generate more widespread awareness of the role of committees, the opportunities available to the public, and application process/timing, which is likely to increase the pool of applicants.

  - Planning staff recommend further analysis prior to the adoption of a random selection process for committee member appointment. This analysis should examine the challenges and opportunities specific to each advisory committee, given that a random selection process may be appropriate for some committees and inappropriate for others. Analysis should also address any unintended limitations that may be created regarding the ability to recruit based on diverse representation.
  - If random selection is implemented, it will be necessary to ensure sufficient flexibility to appoint members based on the skill sets/expertise that are sought on the particular committee. For example, if during a regular recruitment process the pool of eligible candidates (determined by the specific needs of that committee) exceeds the number of open positions and all candidates possess similar qualifications, perhaps a random selection process could be applied without risking imbalance in the committee's composition.

    - Note that there is a distinction to be made between the terms 'applicant' (anyone that applied) and 'candidate' (anyone that applies and meets basic eligibility criteria).

- Planning staff recommend a phased implementation of the two aspects of recommendation 3:

    - Phase 1: the City should increase promotion of advisory committees' role and the opportunities to apply to them (as well as the ability to simply attend meetings as a member of the public, or participate in sub-committees as a non-appointed member). Staff should report back to Council after 1-2 years on the effects of the increased promotion. Has the number of applicants increased? Are all committees attracting and retaining full membership?

    - Phase 2: after understanding the effects of increased promotion/awareness, the City should consider the appropriateness of changes to the selection process for Committee members.

- Planning staff do not support the statement (page 5) that "Participation in any city advisory is not predicated on any formal or informal expertise. The city already has qualified and expert staff in all of its functions who provide professional advice and policy recommendations to council. The purpose of Advisories is to supplement this advice based on the 'Lived Experience' which can be overlooked in staff's more technical proposals."

    - Planning staff consider Advisory Committees to present a unique perspective that is distinct from the perspectives of staff, the general public, or Council. While the general public provides a broader "lived experience" perspective, Advisory Committees are of value because they provide a "Lived Experience Plus" perspective: committee members have lived experience as Burlington residents combined with a level of understanding of the technical matter being discussed that is more advanced than the general public's understanding, or that is unique to them given their role as business or land owners, residents or stakeholders in the Downtown (in the case of the Downtown Parking Committee)

    - Additionally, Advisory Committee members have unique expertise that is different from staff expertise. For example, in the past Heritage Burlington has found it useful to have real estate agents, architects, home builders, and business owners within its complement. These members have spoken in their capacity as residents who also have a type of expertise/perspective that staff do not possess and that is not often heard through engagement with the general public. Every committee covers a different subject matter and benefits from committee members who bring a variety of unique perspectives to discussion on that subject. Different committees will benefit from such unique perspectives to varying degrees (for example age-based committees may have less need for specific expertise than subject matter-based committees).

    - In the case of the Downtown Parking Committee (DPC), landowners Downtown pay into a parking levy which is managed in conjunction with the DPC. Members of the DPC assist in the management of this fund and it would be inappropriate to

have members of the city at large making financial decisions on the use of this geographically specific fund.

3.2 Advisory Committee Terms of Reference

- Planning staff support the development of clearer and more focused terms of reference for Advisory Committees, based on a consistent base template with clear linkages back to Burlington's Strategic Plan. Working within a well-defined, concise Terms of Reference would support committees in developing more targeted work plans (which could be linked to Vision to Focus, where appropriate) and clearly demonstrating how they are delivering on their mandate and contributing to decision-making within the City. Targeted work plans would assist committees in ensuring that time commitments for members are realistic and appropriately reflect the volunteer nature of the role.

3.3 Enabling Improved Collaboration and Coordination by Establishing CiViC (Civic Vision Collaboration)

- Planning staff are concerned that the introduction of CiViC as proposed may require advisory committee representatives to commit to too many meetings per month. Elsewhere in the report (3.1) it is acknowledged that time commitment is a barrier to participation for many residents. Planning staff believe that the number of hours per month that volunteers spend attending committee/subcommittee meetings or doing other committee work is the primary time commitment to be mitigated, rather than number of years in a committee member's term as alluded to in section 3.1. Planning staff recommend that impacts to time commitment be borne in mind when considering whether to establish an inter-committee group like CiViC and determining how often such a group would meet and who would need to attend such meetings. Time commitment for staff should also be considered as this has resource implications for the City.

- Planning staff acknowledge the potential benefits of bringing members of different committees together to discuss their various work plans and look for opportunities to collaborate. For example, the Heritage Burlington Advisory Committee has contemplated developing Historic Bike Tours, and it may be prudent to collaborate with the Cycling Committee on this idea.

- Planning staff suggest that another way to achieve this might be an annual or biennial joint meeting of all committee members and Council members where each committee could present on its mandate and workplan. This could double as a "thank you" barbeque/catered event where the City could celebrate the contributions of its volunteers. These coordination events could be summarized and utilized to inform future work plan development for the advisory committees. A high-level summary document outlining the activities and accomplishments of each committee would also be useful to staff throughout the City as a tool to understand which committees they should consult for various projects. This information could also be utilized during the standard committee review process that occurs with each new term of council. Again,

contemplating such an event would require consideration of time and resource implications for the City and volunteers alike.

3.4 Training of Advisory Members, Committee Clerks, and Staff Liaison

- Planning staff support the provision of IAP2 training to all advisory committee staff liaisons.

- Planning staff support the provision of a more thorough and relevant training to new or returning committee members to help them understand the terms of reference of their committee, their opportunities as committee members, their responsibilities as committee members, and formal committee procedures. Members should also be regularly reminded of the available opportunities to utilize committee budget to attend training and events that are relevant to the committee's mandate. Encouraging both staff liaisons and committee members to share relevant opportunities may help ensure better utilization of this benefit.

- Planning staff recommend further consideration as to whether IAP2 (or similar) training is relevant to members of all committees. The role of committee members is generally to be engaged by City staff, rather than to go out and engage the public, with the exception of specific sub-committees such as the Awareness sub-committee of the Sustainable Development Advisory Committee.

- Planning staff suggest that committee chairs, vice chairs, and other interested members should receive training on how to chair a meeting and how to effectively lead a volunteer group. Planning staff have seen first-hand how some chairs have been very effective at harnessing the enthusiasm of members and steering it in a productive direction, while other chairs have been less effective due to lack of organizational/leadership experience. Joint training sessions may be a more efficient/consistent way of achieving this objective, while also providing another opportunity for various committees to interact and get to know one another.

- Planning staff support the notion of a mentorship program that allows more experienced committee members to act as a resource for newer members. Planning staff believe careful consideration to the design of such a program will be required to ensure it is effective and does not add an undue time commitment to newer and older members alike.

3.5 Enabling Advice Earlier in the Process

- Re: recommendation 7 "advisories will now provide advice to Council, Committees of Council, and Departmental staffs": Planning staff are unclear on how this is different from the current role of advisory committees. Perhaps this is simply a matter of flushing out the process by which citizen advisory committees are engaged, and recommending enhancements to ensure consistent, early and meaningful engagement.

- Planning staff support the concept of process mapping to identify how issues and initiatives are brought forward to advisory committees, and how their feedback is collected and conveyed to both staff and Council to inform decision-making. Where feedback is being provided through a report to Council, advisory committee members, staff liaisons and Clerks could work together to identify at which point in the standard report writing process a committee must be engaged to meet report timelines. This would also enable City staff to better integrate advisory committee engagement into their project timelines, when needed.

    - This kind of information is critical to ensure alignment of timelines for decision-making processes and to identify limitations to advisory committee engagement. For example, some provincial policy changes are only made available for a 30-day review period, which does not allow enough time for staff to consult with committees and other stakeholders and to provide a report to Council to endorse City comments. Similarly, the newly shortened timelines for municipal decision-making on Planning Act applications do not always provide enough time for formal engagement with advisory committees based on existing processes.

- Re: recommendation 8: Planning reports already convey advisory committee input to Council and planning staff support the continuation of this practice.

3.6 Issue-Specific Task Forces

- Planning staff support the development of a framework for the creation of future issue-specific task forces on an as-needed basis, but recommend a fulsome evaluation of how these task forces would differ from the issue-specific sub-committees that are often formed by citizen advisory committees. The discussion should also address how these task forces would interact with advisory committees. For example, would these task forces only be formed for issues that do not cleanly fall within the mandate of an existing advisory committee? Would they include representation from existing committees if the topic crossed multiple committee mandates? Or are they expected to be an entirely new and separate group of members of the public?

3.7 Shared Accountability and Budget

- Re: recommendation 10: Planning staff do not support the pooling of budget allocations for all advisory committees.

    - Committee needs vary widely by subject matter and mandate. Planning staff suggest it is the role of Council and staff to allocate budgets based on technical advice from relevant staff, rather than the role of volunteers making decisions based on the requests of other volunteers. The responsible use of City funds requires accountable decision-making based on technical advice from staff.

    - If Council and/or staff are to delegate decision-making accountability to volunteers, these volunteers will require careful selection and appropriate training, similar to Committee of Adjustment.

- As discussed in comments on section 3.2, time commitment is a barrier to participation in committees for many residents. The proposal for committees to apply for funding for their work plan every year (or every quarter?) means that volunteers will have an additional burden to prepare and submit budget requests. This is an onerous administrative requirement that will take away from the time committees spend working on their actual core mandate. Planning staff strongly believe this will be a deterrent/barrier to participation for many committee members.

- Planning staff also believe that requiring committees to apply for funding on their work plan annually (or quarterly) will reduce the ability of committees to adapt their work plan in response to changing priorities or new opportunities that present themselves. For example, Heritage Burlington's terms of reference outline a broad mandate to advance the conservation of cultural heritage resources and promote the appreciation of cultural heritage within the community, including by providing assistance to other individuals and organizations within the community who have similar objectives. In the past Heritage Burlington has been able to act on this mandate by sponsoring the heritage commemoration initiatives of other volunteer groups. These opportunities present themselves sporadically and often require a decision within a short timeframe. Heritage Burlington cannot achieve their mandate of assisting these initiatives without having a predictable, standing budget and the ability to draw from it as needed throughout the year.

- It is necessary and appropriate for committees to align their budgets with their work plans, but planning staff believe the proposed pooled committee budget and requirement for committees to apply for budget will create too onerous a demand on volunteers' time and will introduce administrative burdens that reduce committees' adaptability and effectiveness.

- Consistent annual work plans and enhanced cross-committee communication (through annual or biennial meetings) will contribute to a more equitable and consistent approach to budgeting, while also facilitating the realization of potential opportunities to collaborate and share resources.

- The Downtown Parking Committee manages the Downtown Parking Levy and should be excluded from making budget requests or any pooled Advisory Committee budget due to their nature and mandate.

Appendix 1 – Tabulation of the Discussion and Conclusions

Page 9

- Without the breakdown of the specific dates/events/source associated with each comment, it is somewhat challenging to properly assess the comments. While it is very helpful to have high level summaries of the key points of feedback, the context associated with that feedback is sometimes required to properly analyze it. For

example, it is not inherently clear that comments provided by staff, members of the public, and advisory committees were collected at the beginning of the review process and prior to the release of the draft recommendations of the review team. It would be helpful if a date range, as well as indication of the consultation materials, could be provided. If the second set of feedback collected through more recent engagement with staff and advisory committees is to be added, it is recommended that it be added as a new/separate appendix with a corresponding date range and a brief explanation of the consultation materials being responded to.

- Planning staff agree that "there is a widespread lack of understanding of why advisories exist, their purpose, how they function, and if they are effective", but note that the report does not clearly elaborate on these issues based on the feedback received, or state the connection between each of the recommendations and the issue(s) it is intended to address. Planning staff and the Review Team may have different understandings of the purpose of advisory committees, which makes it challenging for staff to understand the rationale/intent behind each of the recommendations and provide a comprehensive response. The report should outline the Review Team's understanding of the reason, purpose, function, and effectiveness of advisory committees.

- The "Impact on Report" column states that CiViC will be established as a "co-ordinating body for all engagement efforts and information flows". Planning staff do not understand how the proposed CiViC format achieves this objective. If the objective is to co-ordinate engagement efforts and information flows, then the CiViC group should consist of staff liaisons rather than advisory committee members, since it is staff who engage Advisory Committees and presumably need to co-ordinate their engagement efforts.
  If the objective of CiViC is to align the workplans of various advisory committees with one another and with Vision to Focus, then the proposed structure (CiViC consisting of representatives from each advisory committee) is appropriate. Clarity in the report around the purpose of CiViC is requested, as well as consideration of alternative means to achieve this objective that may reduce the associated time commitment (i.e. electronic communication and information sharing tools such as SharePoint).

Page 10

- Refer to earlier comments on representation within committees, under General Comments

- Refer to earlier comments on the unique expertise of committee members (in 3.1)

Page 11

- Planning staff agree that certain procedural and administrative terms of reference are common to most committees and can be standardized across most committees; however, planning staff wish to emphasize the distinct nature of each committee based on its purpose (why did Council create this committee and what type of advice is sought from them) and its makeup (who needs to be on the committee and how must the committee function to achieve its mandate).

- The overall terms of reference of each committee must be catered to reflect the unique characteristics, function, and needs of the committee. In the absence of a corresponding staff report, Planning staff recommend that the Review Team's report include a section or appendix that summarizes the current mandate and makeup of each committee and highlights both challenges and opportunities relating to the implementation of each recommendation. Planning staff are available to assist in providing the necessary content to develop this section for the advisory committees they are assigned to support.

- Refer to comments on section 3.4 regarding training.

Page 12

- It would be helpful to define "inclusivity", and to include additional detail regarding the comment that various parties (staff, advisory committee members, Council) are concerned with the level of inclusivity on advisory committees.

- Planning staff do not support the statement that "adopting an element of randomness in the Advisory Selection process will broaden the volunteer pool and improve inclusivity in participation". As discussed under comments on 3.1, the report seems to conflate promotion/awareness of advisory committees with the process for selecting members. Planning staff agree that better promoting advisory committee application periods will increase public awareness of these opportunities and lead to a larger pool of people applying to volunteer on a committee. Introducing a random selection process will not influence the number of applicants; it will only influence which applicants from the pool are selected.

- Planning staff recommend qualifying the statement "All advisories should reflect the city's diverse make up" by stating something to the effect of "All advisories should reflect the diverse make up of the city or of the relevant community within the city as appropriate given the unique mandate of the committee". For example, the Agricultural and Rural Affairs committee should be primarily representative of the City's agricultural and rural community, not of the broader city. Similarly, the Seniors' Advisory Committee must represent the City's senior population, not the overall population.

- Determining appropriate membership and representation relates back to the need to answer the question "why advisories exist, their purpose, how they function". For the committees noted above, Planning staff liaisons would generally consider their purpose to be providing advice to the City on initiatives by which they will be directly affected or on which they have a specialized perspective. Utilizing the Agricultural and Rural Affairs committee as an example, the staff liaison may seek their specific opinion on policy changes that would directly impact them as existing agricultural operators, in addition to conducting broader public engagement on those same policies. However, the broader public engagement would be structured in a manner that is more reflective of the general public interest. The Agricultural and Rural Affairs committee may be asked how revised land use permissions are likely to impact them as business owners, while the

general public may be asked how revised land use permissions are likely to impact the broader community.

Page 13

- Council has directed staff to "Establish a Waterfront Citizens Advisory Committee, and direct staff to report back with proposed terms of reference by Q2 2019". The Review Team's report recommends that rather than creating a new committee, the City should expand the mandate of the Heritage Burlington committee to include waterfront protection (which is not clearly defined). Where staff or volunteers recommend an alternative course of action instead of fulfilling a staff direction, this should be substantiated with a clear rationale for the preferred alternative.

- The desired purpose/objective of a Waterfront Advisory Committee is not clear in either the Advisory Committee Review draft report or Mayor's report MO-01-18. Without clearly understanding the objective, it is challenging to assess whether it has been successfully addressed through the report's recommendations.

- Planning staff note that both reports (i.e., MO-01-18 and the Advisory Committee Review draft report) seem to suggest an objective to improve public access to the waterfront. This issue is not addressed by the Review Team's proposal to incorporate waterfront protection into Heritage Burlington's heritage conservation mandate.

- Planning staff agree with the report's assertion that "This should be brought to the attention of the Heritage Advisory Committee for further investigation", but are concerned that this has not yet occurred.

- Planning staff recommend that the Review Team and/or Clerks staff ask Council for clarification on:

    - The definition of the term "waterfront";

        - It is clear from MO-01-18 that this refers to the entire shoreline through wards 1, 2, 4, and 5. But does this refer only to public lands? Or also private lands with shoreline frontage? All lands regulated as shoreline erosion hazard by Conservation Halton? All lands south of Lakeshore Road and North Shore Blvd?

    - Council's intended objective/purpose in directing staff to establish a Waterfront Advisory Committee;

        - To protect the cultural heritage of the waterfront?

        - To protect and expand public access to the waterfront?

        - To maintain and enhance recreational opportunities on the waterfront?

        - To protect the natural heritage of the waterfront?

- To avoid or mitigate flooding and erosion hazards on the waterfront?

This information is necessary before making a recommendation to Council.

- Planning staff are happy to support the Review Team by providing advice on the Ontario Heritage Act, relevant planning legislation and policies concerning the waterfront, and the mandate of Heritage Burlington.

Page 14

- Planning staff agree that a "Young Adult Committee" consisting of members within a certain fixed age range is of greater long-term usefulness than a Millennial Advisory Committee. Millennials are currently aged from early twenties to late thirties and will continue to age until even the youngest millennials can no longer be considered young adults. For clarity, the report should refer either to a "Millennial Advisory Committee" or a "Young Adult Advisory Committee", not "Millennial/Young Adult Advisory Committee" which perpetuates confusion.

Page 15

- No comments

Page 16

- Refer to earlier comments under 3.7 regarding budgets

Appendix 2 – General Thoughts and Considerations Arising from Surveys and Action Labs in the Review of Advisories

- Addressed through other Planning staff comments throughout this document

Appendix 3 – Random Selection Component in Committee Selection: Justification, Supporting Evidence, and Implementation

- Refer to earlier comments on lottery selection process under 3.1

Appendix 4 – Council Advisory Map

- No comments

BURLINGTON Sustainable Development Committee

Memo

To: Citizen Review Team
From: Burlington Sustainable Development Committee
Re: Citizen Advisory Committee Review
Date: January 29, 2020

The Sustainable Development Committee is pleased to provide some comments, questions and recommendations related to the report on the review of Burlington's citizen advisory committees. First we would like to provide some context based on the history of the committee as well as our mandate as stated in our Terms of Reference.

The Sustainable Development Committee has been an active advisory committee since it was established in 1990 when Burlington declared itself a Sustainable Development Community, celebrating 30 years in existence this year. The committee is very active in reviewing policies and development applications to make recommendations related to sustainability as well as hosting and participating in special events for community members on sustainability issues.

Much of the work of the committee takes place through its two sub-committees – Policy & Development and Awareness. There can be a significant time commitment for the volunteer members, which is why the committee has welcomed volunteers (non-members) to participate on the sub-committees. In addition, 'alternate' members are recruited, who participate as full members with the exception of not being able to vote at Committee of the Whole meetings. Alternate members provide a pool for us to select new members especially when a fulltime member needs to resign from the committee mid-year, often due to time constraints.

Although the committee's Terms of Reference does require a review and updating, its mandate remains applicable:

MANDATE

a) To provide advice to Council, having regard for environmental, economic, and social costs and benefits in the development and use of resources, products and services:

- by responding to requests for advice from Council and city staff;
- by providing advice on relevant policy development;

- by reviewing and commenting on plans and strategies from external agencies and senior levels of government which may impact the city;
- by encouraging the protection of the environment in a proactive manner, with emphasis on anticipation and prevention;
- through involvement in strategic planning processes such as the city's strategic plan, official plan and other master plans and strategies as relevant to the committee's mandate;
- by presenting an annual report to Council through the Development & Infrastructure Committee;
- by preparing the State of The Environment Report for Burlington every four years with recommendations, prior to the development of the city's strategic plan; and,
- by keeping current about City of Burlington policies that may impact the committee.

b) To raise community awareness and understanding of sustainable development issues as they relate to the City of Burlington and its activities:

- by reaching out to the community in activities and special events related to sustainable development and the natural environment, promoting sustainable resource use and conservation practices;
- by working with assigned city staff to meet the mandate of the committee, developing achievable annual action and communication plans; and,
- by partnering with other community groups to share information and raise community awareness on sustainable development type activities.

The following is a summary of the committees' questions, comments and recommendations on the citizen advisory committee review.

SDC Recommendations on the Citizen Advisory Review

1. Staff support

   a. The SDC recommends that staff roles and responsibilities are very clear and explained to each committee in detail. City staff should be made aware of the need to engage the advisory committees in advance of finalizing their reports as sometimes the committee is given very short notice to respond to reports/proposals. This should be avoided when possible. A more balanced approach to workload, as well as more clearly defined roles, will ensure that committee expectations are fairly met.

   b. "Advisories will now provide advice to Council, Committees of Council and Departmental Staffs."
      i. The SDC already provides advice to Council, Committees of Council and staff. However, the SDC also provides comments to developers through the Planning and Development (P&D) Sub-Committee. This is not reflected anywhere in the report. The SDC recommends that P&D continue to provide comments to developers and this be included in future reviews.

Questions re: Citizen Advisory Review

1. Engagement

    a. *"The appropriate Advisory or Task Force to consider the request, seek information and input on the subject from, citizens, city staff, local expertise, non-city advocacy groups, businesses and any other legitimate information source."*
        i. The SDC does bring in guest speakers from time to time on special topics and hosts special events in the community. However, please explain your expectations for how an advisory committee would seek information and input from citizens?

2. Selection Processes and Criteria, Terms of Reference

    The SDC is in need of new members but has been unable to recruit for the 2020 year. Please provide information on:

    a. When will this start?
    b. When will current members terms end?
    c. When do the Terms of Reference need to be completed?
    d. When will the recruiting start?

3. Volunteers, Alternates and Events

    a. As noted above, we have some volunteers that attend our Awareness and P&D Sub-Committees to provide additional support. Will this continue to be an accepted practice?
    b. Again, as noted above, the committee has found the recruitment of 'alternate' members to be beneficial. Will this continue to be an accepted practice?
    c. The Sustainable Development Committee has been organizing and hosting special events including roundtables, workshops and library events on sustainability initiatives. Will this continue to be an accepted practice?

4. CiViC Vision Collaboration Group

    a. What is the mandate for the CiViC Group?
        i. Will they be approving all delegations to council?
        ii. Will they be deciding what comes to each committee and what becomes a task force? Will this add another level of bureaucracy to the process? The Sustainable Development Committee often operates under very tight turnaround times to provide comments and this could slow the process down.

    b. If the CiViC Group becomes *"the communications clearings house for engagement matters,"* will it replace the Awareness Sub-Committee of the SDC, which currently conducts engagement and awareness activities on behalf of the committee? For example, the "Climate Action in Burlington" (Fall 2019) and the

"Tree and Garden Care" (Fall 2018) were events planned by the Awareness Sub-Committee. Will future events now be planned by the CiViC Group?

5. Training

    a. What is IAP2 training, and why is it not explained in the report?

    b. Can new advisory members be trained together with other new committee members?

    c. Will there be opportunities for ALL advisory committee members to get together and be trained/updated on relevant issues, so we can learn from one another and perhaps work together on some issues? Even an introductory session on understanding what all the advisory committees are, what they do, and even the ones that used to exist but don't anymore, will help us avoid making the same mistakes going forward.

6. Random Selection "Lottery"

    a. Does the lottery apply to every committee?

    b. Can some be appointed and interviewed as before and other members be selected by lottery? Experienced members will help mitigate the learning curve of the new members, if they're still part of the selection process.

    c. The blended approach for recruitment is not clear in the report. Is there a specific order that will be followed with the blended approach, for example, random selection first and volunteers second, or vice versa?

    d. Can this process be piloted for 2 years and reviewed to see how effective it is? Given the time commitment needed for a working committee like the SDC, perhaps having at least 4 alternates as a pool will help, if people leave before completing their terms.

7. Budget

    The committee is concerned that the proposed budget process may add another layer of bureaucracy, adding additional time and delays as they plan their community outreach events.

    a. How much detail will be required for budget requests? When is the timing for the budget requests? The SDC plans their event months in advance and would need to know their budget constraints as they plan events, which can vary year to year.

    b. How would unforeseen expenses be dealt with such as professional development – conferences and workshops which are identified mid-year?

    c. Has there been any thought to redistributing the budgets more evenly between the advisory committees since you raise the issue that some committees appear to have larger budgets than others?

8. Miscellaneous comments

    a. Given the concern about setting up a separate Transit committee, the SDC suggests consideration of creating a sub-committee under ITAC specifically for Transit, using the SDC model.

cc: Carolyn Barnes, Chair, Burlington Sustainable Development Committee
Lynn Robichaud, Staff Liaison and Clerk to the SDC