

# Remuneration for City Agencies

## Recommendation

That the March 22, 2021, Office of the City Manager report OCC00213, be received for information.

## Previous Council/Committee Action

At the November 16, 2020, City Council meeting, the following motion was passed:

2. That Administration conduct a review of remuneration for advisory committees and decision making boards and return to City Council with potential amendments to the Agencies, Boards, Commissions Policy C575C if the review recommends changes.

## Executive Summary

At Council's request, and to align with City Policy C575C (Agencies, Boards, Committees and Commissions), Administration has conducted a review of remuneration for members of the City's agencies, boards, committees and commissions. A jurisdictional scan of other Canadian municipalities was used to determine best practices.

City Council has nine advisory committees. Members of only one of these, the Edmonton Design Committee, receive remuneration. No other municipality surveyed provides remuneration to their advisory committees.

The City has five decision-making bodies. Of these, only members of the Edmonton Public Library Services Board and the Edmonton Police Commission are remunerated. Remuneration for the Edmonton Public Library Services Board is not determined by City Council so comparators were not sought. Five of the municipalities surveyed remunerate their police commissions, although comparisons are difficult because remuneration is applied in a variety of ways.

There are three City tribunals. The majority of tribunals across Canada provide remuneration to their members. Rates and application vary, but Edmonton and Calgary are the most similar.

Three City ad hoc agencies and task forces were included in the review. Only one comparator was identified, in Saskatoon, and its members are provided an hourly rate similar to our Community Safety and Well-Being Task Force.

Audit Committee is the only Standing Committee included in the review because it includes remunerated members who are not Councillors. The Toronto Compliance Audit Committee was the only municipal comparator identified, and its remuneration is double what Edmonton pays the public members of Audit Committee.

Where expenses are reimbursed or provided for in advance, the types of expenses covered differ across the country. Edmonton covers some of the expenses that other municipalities do, but does not cover others such as mileage, meal reimbursement, child care costs for members who receive remuneration, and dependent care and specialized dependent care for persons with exceptional needs.

Administration is currently doing a full review of Policy C575C, for Council consideration before the end of the current Council term. The review will address the question of remuneration.

## **Report**

City Policy C575C Agencies, Boards, Committees and Commissions states that City Council values the diverse voices of Edmontonians in local government and demonstrates this value in part through the establishment and support of agencies, boards, committees and commissions. To that end, the policy includes direction that Administration review the remuneration of the City's agencies, boards, committees and commissions at least once in each Council term (section 18). This report addresses both the motion passed at the November 16, 2020, City Council meeting and the requirement to review remuneration in each Council term set out in Policy C575C.

The review considered the following:

- Bylaws and/or policies related to remuneration
- Current remuneration practices
- Criteria used to determine remuneration
- The amount of remuneration provided, if any

## **Scope**

As directed by Council, both advisory and decision-making agencies were included in the review. Tribunals, ad hoc agencies or task forces, and a Standing Committee (Audit Committee) were also included, as members of these agencies who are not Councillors receive Council-approved compensation. A list of all City and external agencies is provided in Attachment 1.

**Advisory** committees provide advice to Council on issues relevant to Council's priorities as defined in the agency's mandate. The City has nine advisory committees:

1. Accessibility Advisory Committee

2. Anti-racism Advisory Committee
3. City of Edmonton Youth Council
4. Community Services Advisory Board
5. Edmonton Design Committee
6. Edmonton Historical Board
7. Edmonton Transit Service Advisory Board
8. Energy Transition Climate Resilience Committee
9. Women's Advocacy Voice of Edmonton Committee

**Decision-making** bodies make policy decisions on issues identified in their mandate through authority delegated to them by Council. The City has five decision-making agencies:

1. Edmonton Combative Sports Commission
2. Edmonton Salutes
3. Naming Committee
4. Edmonton Police Commission
5. Edmonton Public Library Board

The Edmonton Public Library Board is included in this report to allow for comparison with other City agencies. However, because this board's remuneration is not determined by City Council, the review did not include comparative information from the library boards of other municipalities.

**Tribunals** are quasi-judicial bodies that hear appeals on specific topics under legislation. The City has three tribunals:

1. Assessment Review Board
2. Subdivision and Development Appeal Board
3. Community Standards and Licence Appeal Committee

**Ad hoc agencies and task forces** are created by City Council to carry out a specific task or provide focussed recommendations to Council within a relatively short timeframe. The City has one active agency in this category that includes members who are not Councillors. Two recently-disbanded ad hoc agencies were included in the review as comparators:

- Community Safety and Well-being Task Force (active)
- Independent Council Compensation Committee (disbanded October 19, 2020)
- Ward Boundary Commission (disbanded May 25, 2020)

Audit Committee is the only **Standing Committee** included in the review because it has two public members who receive remuneration. No other Standing Committee has public members.

## **Current State of Edmonton's Remuneration of Civic Agency Members**

Policy C575C states:

18(a) Members will serve on a voluntary basis, unless Council expressly directs otherwise.

The policy does not include direction regarding which City agencies should receive remuneration, but does include some direction with regard to expenses.

The review included analysis of which City agencies receive remuneration and when the decision to remunerate was made by City Council. The criteria applied by City Council in making these decisions are identified, where that information is available. It should be noted that many of the decisions to remunerate specific agencies are legacy decisions and may not align with Council's current priorities or represent the value that Council places on their work relative to other agencies.

Of the City's nine advisory committees, only members of the Edmonton Design Committee (EDC) are remunerated. City Council approved remuneration in 2005 and based its decision on the time commitment required of Committee members. The Committee as a whole meets every two weeks and also holds subcommittee meetings. The Subdivision and Development Appeal Board (SDAB) rates were used to define remuneration for the EDC. Although the SDAB rates increased in 2013, the EDC rates remain the same as those set in 2005.

Two of the City's five decision-making bodies provide remuneration to its members who are not Councillors - the Edmonton Policy Commission and Edmonton Public Library Board. Remuneration for the Edmonton Police Commission was first approved in 1993 and broadened in April 2003 to the current rates. At the January 16, 2007 City Council meeting, Council approved additional activities for which members who are not Councillors could receive an honorarium.

Edmonton Public Library Board Bylaw 12540 states that members or trustees serving on the Board may be paid remuneration in amounts established by the Board. Trustees are paid an honorarium on a per meeting basis to help cover expenses associated with attending Board and Committee meetings. The current amount was approved in 1994 or earlier.

Members of all three tribunals receive remuneration. The rates for the Assessment Review Board and Subdivision and Development Appeal Board were last increased on December 11, 2013, to match the Municipal Government Board's rates, in an effort to maintain the City's ability to attract and retain quasi-judicial board members. Remuneration rates for the Community Standards and Licence Appeal Committee were approved, at the same amounts, on September 10, 2019. Municipal Government Board remuneration has not changed since 2009.

Members of ad hoc agencies and task forces who are not Councillors are remunerated for their participation on these committees. The City's first Ward Boundary Commission was disbanded on May 25, 2020, when its mandate was complete. Members received a one-time honorarium once the reports were presented to City Council, and the Chair received an additional honorarium. The Independent Council Compensation Committee was disbanded on October 19, 2020 with the successful completion of its mandate. Remuneration for this committee was the same as that of the Ward Boundary Commission. The Community Safety and Well-Being Task Force was established on August 31, 2020 and its final report to Council is due by April 30, 2021. Remuneration for the Task Force is based on the rates received by members of the Edmonton Police Commission.

In 2009, City Council added two public members to Audit Committee. The decision to provide remuneration to these members was based on a scan of other public sector bodies. The remuneration rates have not changed since they were first approved.

### **Municipal Scan**

Between September and December 2020, Administration collected information from eight other Canadian municipalities to help determine best practices for the remuneration of civic agency members.

The following questions were asked of each municipality:

1. Do you have a policy or bylaw regarding civic agencies?
2. If there is a policy or bylaw, does it address remuneration?
3. What criteria did you use to determine whether a civic agency's members are remunerated?
4. Which, if any, civic agencies are remunerated?
5. What are your remuneration rates?

Responses for the first three questions can be found in Attachment 2.

All of the municipalities surveyed remunerate members of at least one of their civic agencies, with the exception of Halifax Regional Municipality, which does not remunerate members of any of its agencies.

Some municipalities have a policy or bylaw that deals specifically with civic agencies. Like Edmonton, most municipalities deal with remuneration on a case-by-case basis and some include specific remuneration direction in an agency's bylaw.

In order to compare remuneration between municipalities (questions 4 and 5 above), each agency that provides remuneration was classified using the City of Edmonton classifications included in Schedule 1 of Policy C575C. This comparison is shown in Attachment 3. Once classified, the review compared the remuneration rates of each of

the applicable agencies from Edmonton and across Canada. This information is provided in Attachment 4.

Information on how each public body deals with expenses is included in Attachment 5. Where expenses are reimbursed or provided for in advance, the types of expenses differ across the country. Information on expenses for out-of-town travel, training and conferences was not included in the review.

## **Findings**

### Advisory Bodies

None of the municipalities surveyed provide remuneration to their advisory bodies.

### Decision-making Bodies

Five of the municipalities surveyed remunerate a decision-making body which, in all cases, is a police commission or board. The Calgary Police Commission and the Winnipeg Police Board remunerate members per meeting, although Winnipeg considers the duration of meetings in their remuneration. Public members of the Ottawa Police Services Board and Toronto Police Services Board receive an annual stipend, although the latter provides a per diem rate (to a maximum amount) in addition to the stipend. Because of the range of how remuneration is applied, it is not feasible to compare specific remuneration amounts.

### Tribunals

The majority of municipalities provide remuneration to their tribunal members, although rates and application vary significantly. Toronto provides the highest rate of remuneration, while Saskatoon appears to have the lowest.

### Ad Hoc Agencies and Task Forces

The only municipality surveyed that provides remuneration to its ad hoc agencies and task forces is Saskatoon, which remunerates the members of its Municipal Review Commission. The Commission includes three committees: Municipal Elections, Code of Conduct, and Remuneration Committee. Members are provided an hourly rate similar to that of our Community Safety and Well-Being Task Force.

### Standing Committees

Toronto is the only municipality surveyed that remunerates public members of a standing committee (the Compliance Audit Committee). There is a significant difference in remuneration rates between Edmonton's Audit Committee and Toronto's Compliance Audit Committee. For example, the half-day rate (up to four hours) for an

Edmonton member is less than half the rate of a Toronto member (3.5 hours or less). Toronto members also receive a small annual stipend in addition to their half- and full-day rates.

### Expenses

Halifax Regional Municipality does not reimburse any expenses. The remaining municipalities surveyed do, and require that expenses be approved in advance and receipts provided.

The City of Ottawa is the only municipality that provides mileage reimbursement for driving to and from regular meetings.

In Toronto, members who are on agency business that extends over normal meal times are reimbursed for meals if meals are not provided. Winnipeg provides meals for meetings held during lunch hour.

The City of Saskatoon's policy states that every effort is made to remove barriers to public participation. Consequently, Saskatoon reimburses expenses that may prevent the public from participating on civic agencies. Child care is reimbursed (up to an hourly maximum), parking permits or bus tickets are provided, and other reasonable expenses are considered for reimbursement. The City of Saskatoon's inclusive philosophy allows for consideration of reimbursement of other expenses that have not been considered but which may pose a barrier to participation.

Ottawa is also notable because, in addition to child care, it reimburses dependent care expenses and specialized dependent care expenses for persons with exceptional needs to assist members who must provide care coverage to attend official meetings.

### **Observations**

#### Advisory Boards

None of the municipalities surveyed provide remuneration to members of advisory bodies.

Edmonton's practice is consistent with this approach, with the exception of the Edmonton Design Committee, the members of which are remunerated.

Council may wish to consider whether an increase to the rates paid to Edmonton Design Committee members is warranted at this time. Rates were originally tied to the Subdivision and Development Appeals Board rates, which have since increased while the Edmonton Design Committee rates have remained the same.

#### Decision-making Bodies

The only decision-making bodies remunerated by the municipalities surveyed are police commissions or boards (as a reminder, library boards were not included in this review since the rates in Edmonton are not set by Council). This is consistent with Edmonton's practice, and no change is recommended.

### Tribunals

The majority of municipalities surveyed provide remuneration to members of tribunals, although rates and application vary significantly.

Members of all three Edmonton tribunals receive remuneration, which is the same for all. The rates paid by Edmonton match those set by the Municipal Government Board and are similar to those paid by Calgary. For these reasons, no change is recommended.

### Ad Hoc Agencies and Task Forces

Other than Saskatoon, no other municipality surveyed provides remuneration to task force members. Saskatoon's rates are similar to that of Edmonton's Community Safety and Well-Being Task Force.

Changes to Edmonton's practice of remunerating public members of ad hoc agencies and task forces are not recommended at this time, due to the time commitment required from members of these agencies, whose work must be completed in a short period of time. Changing established practice may make it difficult to recruit members. Administration will further study this question as part of an upcoming review of Policy C575C.

### Standing Committees

Toronto is the only municipality surveyed that remunerates public members of a Standing Committee.

Edmonton's current Audit Committee rates were set in 2009, based on a scan of other public sector bodies. Council may wish to consider whether an increase is warranted. The only municipal comparator found was that of Toronto's Compliance Audit Committee, the rates of which are twice as much as Edmonton's.

### Expenses

Except for Halifax, all municipalities surveyed reimburse some expenses related to attending meetings. Expenses must be approved in advance and receipts provided.

Edmonton covers some of the expenses that other municipalities do, but does not cover others such as mileage, meals, child care costs for members who receive



remuneration, and dependent care and specialized dependent care for persons with exceptional needs, which are provided by one or more of the municipalities surveyed.

In order to remove barriers to participation on City agencies, City Council may wish to consider whether providing any or all of the expenses listed above may be appropriate.

### Review of Policy C575C

Administration is in the process of doing a full review of Policy C575C. As part of this review, Administration will consider the question of remuneration, while being aware of current practices and the fact that serving on a City agency is, above all, a volunteer opportunity. Providing rigour around the criteria for determining whether remuneration is required may be beneficial to inform future Council decisions.

Should City Council provide direction at this time on remuneration and expenses, Administration will return with amendments to Policy C575C to reflect the will of Council.

### Corporate Outcomes and Performance Management

<b>Corporate Outcome(s): Edmontonians are connected to the city in which they live, work and play.</b>			
<b>Outcome(s)</b>	<b>Measure(s)</b>	<b>Result(s)</b>	<b>Target(s)</b>
City Council approves more consistent application of remuneration members of some classifications of City agencies.	Percentage of vacancies which are successfully filled for the term.	Participating on City agencies is desirable, with reimbursement of out-of-pocket expenses for members and honoraria where appropriate.	100% of City agencies are able to recruit qualified volunteers to fill all vacancies so as to meet the mandates given to them by Council.

### Attachments

1. Agencies, Boards, Committees and Commissions by Classification
2. Scan of Member Remuneration
3. Comparison of Member Remuneration by Classification
4. Remuneration Rates for Edmonton and Other Municipalities by Classification
5. Expense Practices for Edmonton and Other Municipalities

### Others Reviewing this Report

- K. Fallis-Howell, Acting City Solicitor