



# Edmonton Salutes Committee

Governance Review

Spring 2020



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## 1 Executive Summary

Since 1997, the Edmonton Salutes Committee has existed within the City of Edmonton's structure, first as an administrative committee and since 2007 as a Council Committee stood up by bylaw. The Committee of approximately 15 voting Members, aided by nearly a dozen representatives of other organizations and City administration was designed as a way for the City of Edmonton to provide assistance to Canadian Forces personnel and their families who were and are stationed at Canadian Forces Base (CFB) Edmonton and who live in the metro Edmonton area.

Over the years, the composition and role of the Committee has changed, to the point where City Council chose to suspend the Committee in late 2019 so a formal review of the Committee's structure and governance could be conducted. This report comprises the result of that review. After changes, a reinvigorated Committee will serve the needs of the military and their families for years to come.

### 1.1.1 Process

Over three months, Strategic Steps Inc. was contracted to conduct a review of the Committee. This included:

- **Environmental Scan** to explore how other Canadian cities managed the relationship with nearby Canadian Forces Bases.
- **Document Review** of Edmonton Salutes legislative, meeting specific, and other background documents.
- **Interviews and Survey** of nearly 30 people comprising current and former Members of the Committee and others who have been involved in supporting the Committee's work.
- **Reporting and Recommendations** to synthesize all the data into knowledge for City Council and Administration, offering suggestions on how best to ensure that Edmonton Salutes provides value to military families and the City.

Details regarding the above process and outcomes are available through the full report.

### 1.1.2 Mandate

Section four of the Committee's bylaw identifies that mandate of the Committee as being "*to recognize the value of the contributions made by military personnel and their families who reside within the city and surrounding areas.*" When the Committee was struck in 1997, this mandate was purposeful because of the ongoing deployment of CFB Edmonton troops to Afghanistan and the fact that families were left behind.

While the global geopolitical situation has changed and will continue to evolve in ways that we can't anticipate, the mandate of the Committee remains relevant. Regardless of the group's form, the military families in the Edmonton area continue to benefit from

the visible and ongoing appreciation and assistance of the broader metro Edmonton community.

### 1.1.3 Recommendations

A series of recommendations appear as the last substantive section of the full report, but some of the key governance-focused recommendations are paraphrased here. The recommendations are divided up into the report's themes of Governance Model, Membership, Strategy and Planning, Reporting, and Budget.

#### **Governance Model**

- Re-start the Edmonton Salutes Committee.
- Choose whether Edmonton Salutes remains a City Council Committee or whether it becomes a stand-alone entity.

#### **Membership**

- Identify who or what organizations comprise voting Members and whether there should be a membership fee structure.

#### **Strategy and Planning**

- Create a long-term vision for Edmonton Salutes and a four-year strategic plan, complete with goals, strategies, priorities and performance measures.

#### **Reporting**

- Create and implement a regular schedule for reporting on Edmonton Salutes activities, progress and achievements to City Council and other relevant organizations.

#### **Budget**

- Create and maintain an Edmonton Salutes-specific budget based on known or anticipated revenue amounts and categories and tie the budget to achieving the priorities identified in its strategic plan.
- Conduct an annual financial review or audit of Edmonton Salutes activities.

The more extensive list of recommendations at the end of the full report contains these governance-focused recommendations and a suite of recommendations associated with the administration and operation of the Committee.

## 2 Introduction

Edmonton Salutes is a committee established by City of Edmonton Bylaw 16675 in January 2014. Before that, the Committee existed as an administrative committee, meaning it was internal to the City of Edmonton's structure. It was originally created in 1997, in response to the City deciding it needed to help troops and families stationed at Edmonton Garrison during the time of the Afghanistan war.

Under its current bylaw, the Committee's mandate is to:

*“recognize the value of the contributions made by military personnel and their families within the city and surrounding areas”<sup>1</sup>.*

Over the years, the composition and role of the Committee has changed, first in response to the conclusion of the conflict in Afghanistan and later as the region's relationship with the Garrison shifted with changes to the mandate of the Canadian Forces. In recent years, the Committee's work has lost focus, and that brought about a 2019 Governance Review and now this more focused 2020 Governance Review<sup>2</sup> with the stated mandate of helping the Committee undergo *“a transformation that will modernize how it operates, governs and delivers its services. Key principles of the Committee's approach include transparency, relationship building, integration and providing military personnel and their families with initiatives that contribute to Edmonton being one of the favoured posting locations.”*

At its December 10, 2019 Council meeting, City Council directed administration to *“review the role and mandate of the Edmonton Salutes Committee and return with recommendations to modernize the Committee”<sup>3</sup>*. While this review is occurring, the work of the Committee has been suspended until this report returns to Executive Committee or a revised bylaw is passed. The draft bylaw 19018 was presented to City Council, on December 10, but did not receive first reading because of Council's desire to proceed with the governance review.

This report balances the desire for a thorough review of the Committee's structure with the need for information to be synthesized into useful knowledge. To that end, these aspects of the Committee were reviewed and are commented upon through the pages of the report.

- Governance
- Organizational Structure
- Roles and Responsibilities of Members, Advisors, and Support Staff
- Budget Practices

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<sup>1</sup> Bylaw 16675, s 4

<sup>2</sup> While both projects were provided with the same name, the focus of the two is different

<sup>3</sup> Edmonton City Council December 10, 2019, item 7.4, carried unanimously

### 3 Project Scope

Several stages comprised the scope of this review. These included:

Phase	Outputs or Outcomes
<b>Data gathering and review</b>	Requested data included bylaws, policies, budgets, membership lists, a sample of Committee agendas and minutes, description of major accomplishments and other relevant background information.
<b>Gap analysis</b>	<p>A review of the relationship between Canadian municipalities and nearby military installations was conducted.</p> <p>There are no other examples of Canadian cities that have a formal relationship with military bases in the same structured way that the City of Edmonton does.</p> <p>The Gap Analysis is provided as Appendix 1.</p>
<b>In-person Interviews</b>	<p>Just as the interview phase of this project was about to get underway, the 2020 pandemic prevented physical interaction between the consulting team and interviewees, so all 'in-person' interviews were conducted either via a web meeting tool or over the telephone.</p> <p>Interviewees comprised a cross section of individuals associated with Edmonton Salutes in one way or another. These included:</p> <ul style="list-style-type: none"> <li>▪ City Council</li> <li>▪ City Administration</li> <li>▪ Community members</li> <li>▪ Edmonton International Airports</li> <li>▪ Edmonton United Services Institute</li> <li>▪ Military Family Resource Centre</li> <li>▪ Military veterans</li> <li>▪ Municipal Partners' Elected Officials</li> <li>▪ Private sector businesses</li> <li>▪ Provincial and Federal Elected Officials</li> <li>▪ Royal Canadian Legion</li> </ul> <p>The interview results report is included as Appendix 2.</p>

Phase	Outputs or Outcomes
<b>Online survey</b>	<p>The size of the group of people who are actively involved in Edmonton Salutes precluded conducting in-person interviews with everyone; however, it was important to give all Members a chance to share input.</p> <p>A detailed online survey was developed and deployed to those people who did not participate in the in-person interviews.</p> <p>The question sets for the in-person interviews and survey were designed to be similar enough that the input from each could be synthesized into similar themes.</p> <p>The interview results report is included as Appendix 2.</p>
<b>Presentation of interview and survey themes</b>	<p>A report of the themes that emerged from the various types of interviews with the Committee Members was presented to the City's project team on April 16, 2020.</p> <p>The interview and survey results report is included as Appendix 2.</p>
<b>Report writing and revision</b>	<p>Report writing, editing and revision began in early April and was completed by mid-May 2020.</p>
<b>Report presentation</b>	<p>This report was presented to City Council's Executive Committee. The report contains an executive summary, a detailed review of the process and findings, and a set of recommendations for consideration.</p>
<b>Project Management</b>	<p>In addition to the formal project stages noted above, project management and adherence to timelines was completed through bi-weekly meetings between the City's project management team and the consultation team.</p>

## 4 Committee History and Authority

### 4.1.1 Bylaws

As noted earlier in this report, Edmonton Salutes began as an administrative committee in 1997 and was reconstituted by bylaw in 2007. Since that time the Committee has been operating under bylaw 16675, though several changes have been considered over time, most recently in December 2019.

Since the Committee was established as a Council Committee by bylaw, any changes to the Committee would also require a bylaw change.

The Committee is under the administrative umbrella of the City's Communications and Engagement department for assistance with ongoing support to the Committee. This positioning in the organization has shifted over time, but the actual types of support have remained consistent.

### 4.1.2 2019 Governance Review

In late 2019, SAGE Analytics Inc was engaged to provide a 'Governance Review' of Edmonton Salutes to City Council. The December 10, 2019 report focused on issues associated with the governance of the Committee.

SAGE's report returned a series of five high-level recommendations to City Council with the goal of maximizing the value that the Committee provides to the City, the military, related organizations and surrounding communities. Some of the same recommendations are reiterated at the end of this report because they are focused on good governance for the Committee.

## 5 Current Practices

A review of current practices was grounded by the intention of understanding how the current Edmonton Salutes operations compare to that found in high-functioning organizations. This process is supported by an analysis of how well the Committee is operating in relation to best practice, or to wise practice, which is best practice modified for local circumstances.

One of the early stages of this review comprised an environmental scan, wherein research was conducted to identify how other Canadian cities formally maintain a relationship of support with local Canadian Forces bases. The research identified that Edmonton Salutes is a unique construct, meaning there is no best practice in this area. The Committee is forging the formal relationship, so as it changes and adapts to events and requirements, it does not have a model that leads the way. This adaptation includes its bylaw and any internal policies that it might create.

This review concentrates on the model of governance, the membership of the Committee, how the Committee carries out its business and how it reports to City Council and others as required.

There is nuance in best practice, so while it is noted here, the specific culture and requirements of Edmonton Salutes will likely necessitate a divergence from a typical best practice in several review areas.

### 5.1 Governance Model

As a City Council Committee, Edmonton Salutes is expected to follow Edmonton bylaws and policies. This often equates to a need for the Committee to follow Council's Meeting Procedure bylaw. This bylaw will outline how the Committee and council meetings are to be run.

- Meeting Procedures** 9
- (1) All Standing Committees and Council Committees will follow the meeting procedures prescribed by the Council Procedures Bylaw.*
  - (2) Where an applicable procedure prescribed by the Council Procedures Bylaw refers to a Councillor, that reference is deemed to refer to any member of a Council Committee.*

The way in which Edmonton Salutes operates is currently governed by Bylaw 16675, but in December 2019, a revised bylaw was sent to City Council that would have provided some significant changes in the Committee's, mandate, function, membership, terms and the councillor's vice-chair role. Essentially, the way the Committee operates was subject to a significant revision<sup>4</sup>.

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<sup>4</sup> City Council Report 7742, provided to City Council, December 10, 2019.

City Council chose not to deal with the requested changes so it could accommodate any other recommendations from this review that might result in bylaw change requests.

## 5.2 Voting

The meeting minutes do not identify voting breakdown, so it is not possible to ascertain whether only the 15 official Committee 'Members' cast a yea or nay vote. Others who attend Committee meetings rely on City guidance regarding voting privileges because there has historically not been clarity on which individuals in attendance have the right and responsibility to vote.

### 5.2.1 Eligibility to Vote

Comments from interviewees did include that voting has historically not been rigorously explained in terms of who votes and who doesn't. Voting seems to have been more aligned to role in recent months, with only those who are considered official Members casting votes during meetings.

As part of the draft bylaw that City Council saw at its December 10, 2019 meetings, the voting rules were suggested to change. Currently, only Members (as defined in the bylaw) can vote. That means there would be a maximum of 15 voting Members on Edmonton Salutes.

The draft bylaw would see government appointees moving from an advisory role to becoming full Members and therefore being eligible to vote. It is not common for advisors to council committees to vote. Without further clarity, it would appear that the voting number would change from the current 15 up to at least 23, given that the Committee can include several "*other government entities identified by the Committee.*"

### 5.2.2 Pecuniary Interest

Alberta's *Municipal Government Act* is the supreme provincial legislation for matters associated with local government in the province. This includes council committees, which are bound by the MGA and the local council's meeting procedure bylaw. The MGA speaks particularly to 'pecuniary interest'<sup>5</sup>, which essentially means conflict of interest with a financial focus. No Member of a municipal council, or Member of a council committee can vote in a position where they, their family, or their employer might benefit from that decision.

Several of the 'Members' of the Committee are representatives of organizations that may benefit financially from the decisions of the Committee, by receiving grants for instance. Within the current Committee structure and minutes, there is little to no

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<sup>5</sup> RSA 2000, Chapter M-26, *Alberta Municipal Government Act*, Queen's Printer, S 169

evidence that those in attendance are recusing themselves from debate and potentially voting. This does not mean it is occurring, just that the record is not clear.

### 5.3 Executive

The Committee's Chair is expected to be appointed from within the membership, but the City Councillor is excluded from the role.

The City Councillor though can be the Vice-Chair although that person does not necessarily have to occupy that role.

There are no other executive committee type members of the Committee (i.e. no Secretary, Treasurer, or Past Chair), so there is no formal group of members that can either make decisions between meetings or who can create Committee agendas. While the Committee is reliant on the City of Edmonton's financial assistance, the role of Treasurer is likely not formally required; however, if the Committee ever ventures into the realm of generating some of its own revenue, the role might become more useful.

There is no apparent training to take on the role of Edmonton Salutes Chair. This means that the effectiveness of the meetings can vary widely from year to year, depending on who occupies that chair. Given the composition of Edmonton Salutes as indicated in the next section, maintaining decorum and order in a Committee meeting can be a challenge.

### 5.4 Membership

Edmonton Salutes' membership seems to have changed organically over the years. With the exception of the City Council representative who is appointed at the City's organizational meeting, other Members of the Committee come and go at the behest of the organizations or municipalities they represent.

There are three 'categories' of Members at the moment. The first category comprises the voting Members of the Committee, and the requirements to be a voting Member are not particularly clear with the exception that those individuals represent City Council, organizations identified in the bylaw, and 'community representatives.'

The second category of Member is a non-voting Member who nonetheless represents an organization. Much like the voting membership, the requirements and benefits of maintaining Committee membership as a non-voting member are not clear, beyond the list in Section 8 of the current bylaw.

The last category of Committee Members are those people who are there to support the work of the Committee. These people are typically City of Edmonton staff. They should neither vote nor enter debate, however they can provide clarification on process and specific topics as required.

During the course of the review, several versions of the membership list were encountered, indicating there is no apparent 'master' list of members and categories of membership.

The Committee's bylaw identifies that there can be up to 15 Committee Members comprising:

- One City of Edmonton Councillor;
- Eight Members representing organizations; and
- Up to six 'community' representatives

Beyond this group are military representatives who can be present at Committee meetings to act as advisors; and

- Six Representatives from a variety of regional municipal governments
- One Member of the Legislative Assembly (MLA)
- One Member from Veterans' Affairs Canada; and
- Other government entities identified by the Committee.

This is an expansive list; however, it still does not cover the full group of individuals who come and go from Committee meetings. For example, the January and October 2019 meetings comprised 29 members each, not including guests. Because the Committee's work has been put on hiatus for this review, there are no examples of Committee minutes for 2020.

## 5.5 Committee Terms

Currently, Members appointed by the "appointing body", meaning City Council or an external entity like the Chamber of Commerce or Northlands for example, are appointed for terms of two years; however, the Committee bylaw does not restrict the number of sequential terms that a Representative may hold. For the purposes of term of service, they only apply to 'Members', so Representatives from other entities such as the Alberta Legislature or regional municipal partners do not have terms limits.

## 5.6 Strategy and Planning

Although Edmonton Salutes has been stood up by City Council, the expectation would be that the Committee works to further the vision and strategic plan for the City of Edmonton.

When the review team queried interviewees and survey respondents about the focus for the Committee specifically, there has been no apparent emphasis put on developing a Committee vision, mission or strategy that cascades from the City's documentation. This seems to have resulted in the Committee wandering somewhat as it tries to focus on different topics each year, sometimes based on requests from City Council, and sometimes based on the desires of Members of the Committee itself.

In the absence of a formal plan, interviewees noted that the Committee leans on its bylaw and more specifically on the mandate and functions that are outlined in sections 4 and 5 of the bylaw:

- |                  |          |  |
|------------------|----------|--|
| <b>Mandate</b>   | <b>4</b> | <i>The Committee is continued as a Council committee, and its mandate is to recognize the value of the contributions made by military personnel and their families who reside within the city and surrounding areas.</i>   |
| <b>Functions</b> | <b>5</b> | <p><i>The Committee will fulfill its mandate by:</i></p> <ul style="list-style-type: none"> <li><i>(a) Recommending to Council appropriate official civic recognition initiatives for the military and military families</i></li> <li><i>(b) Supporting and organizing community and military activities and events that:</i> <ul style="list-style-type: none"> <li><i>(i) Honour the achievements of the military;</i></li> <li><i>(ii) Recognize the contributions that the military and military families make to the community; and</i></li> <li><i>(iii) Support the families of military personnel who are deployed.</i></li> </ul> </li> </ul> |

Edmonton Salutes' budget has remained fairly static over recent years, but the Committee Members are not the ones who seemingly decide how the total budget is allocated. Committee Members do vote on some incoming funding requests, but not in a consistent fashion. All the budget really means is a fiscal manifestation of the achievement of priorities. More plainly, in the absence of strategy, the budget shows what is important.

## 5.7 Reporting

Under the Committee's bylaw, one of the roles of the Committee Chair is to report to City Council. While the report is not specified in terms of time between reports or whether the report is to be verbal, written or both, the report is expected.

Committees such as Edmonton Salutes would typically report to Council annually and would provide a verbal report backed up with a written submission such as a 'year in review' or annual report.

From documentation supplied by the City to support this review, it appears that the Committee Chair does provide a verbal report to Council and that an 'annual report and work plan' is presented at the same Council meeting.

Other reports appear to have been provided to City Council on an as required basis, and in particular when updates to the Committee's bylaw are required or requested.

## 6 A Potential Future

### 6.1 Governance Model

The current governance model is as a Council Committee established and modified under a City of Edmonton bylaw. That fundamental model can continue and can be effective, although changes to the Committee need to take effect through changes in the bylaw. Some of these changes were anticipated in the proposed bylaw 19018, though recommendations from the 2019 and 2020 review reports would likely need to be incorporated into a further revised bylaw.

An alternate option for City Council to consider is to establish Edmonton Salutes as a stand-alone entity. There is a history of the City participating in these types of organizations, and indeed establishing some of its own. For example, both Edmonton Global and Edmonton Municipal Region Board (EMRB) are stand-alone, while organizations like REACH Edmonton began as City task forces and were subsequently stood up as external organizations with close ties to the City. Another regional example is the River Valley Alliance (RVA), a group of regional elected officials and citizens who advocate for the sustainable development of the North Saskatchewan River as it runs through the metro Edmonton area. The Alberta Industrial Heartland Association (AIHA) is yet another model of intermunicipal collaboration that falls beyond the construct of a formal Council Committee.

All this goes to show that the City of Edmonton has been a willing participant in non-governmental or quasi-governmental organizations when City Council has seen benefit in form following function. The evolution of the work of Edmonton Salutes may indicate that a change in model is now appropriate.

#### 6.1.1 Policy

Below the level of governance structure is policy. While the Committee is expected to abide by City policies at a macro level, there is a surfeit of policies at the Committee level. The concept behind policies is to enable those responsible for the Committee's management, which is currently within the City of Edmonton's administration, to carry out the business of the organization in an expected way without having to come back to the Committee to ask the same questions over and over again.

Because of its size, complexity, history and the fact that it expends dollars, the Committee would benefit from an internal project to create a policy manual for itself. For an organization like Edmonton Salutes, internal policies would include sections for:

- Communication
- Engagement
- Ethics and Conduct
- Finance and Reporting
- Governance
- Human Resource Management
- Strategy and Planning

There are likely other policies that the Committee will identify a need for as this process develops. One of these key 'other' policies will be a policy on policy development, wherein the Committee formally identifies how it will create, amend, and rescind policy, and how frequently all the policies need to be reviewed.

### 6.1.2 Meetings

#### **Frequency and Duration**

Meeting frequency was not indicated to be an issue by most people on the Committee, indicating that the number of meetings each year is appropriate.

Through 2019, Edmonton Salutes met monthly while taking July and August off. With the amount of work that the Committee has to do, this frequency might be high. Expecting individuals to travel from outside Edmonton for monthly meetings that last between 90 minutes and two hours can be quite the onerous expectation. The Committee can use sub-committees or task groups to accomplish tasks between full Committee meetings. There is also the possibility that a smaller 'executive committee' could be struck to deal with emergent issues between full Committee meetings if that becomes necessary.

Recent meetings have been approximately two hours in length according the Committee's minutes. Given the time of day, these presumably include lunch, so a meeting of this duration still falls within the attention span of most people. A meeting that takes one to two hours can still be productive if the participants are actively working through the agenda in an efficient way, taking occasional breaks as required. Time beyond two hours is often not as efficient, particularly for groups where the meeting participants are taken away from their 'real' jobs.

#### **Meeting Management**

With a group the size of Edmonton Salutes, when there may be upwards of 25 people in attendance, good meeting management is critical in order for the meeting to remain efficient while still getting through necessary business and hearing from those who want to provide input.

Training and support for the Committee Chair is vital. This would include doing a dry-run through the meeting agenda in advance of the meeting to support good process, mitigate potential issues, and promote efficient use of time. Following the meeting with a debriefing would identify what worked and what did not, in support of continuous improvement.

It is not uncommon for groups of this nature to secure the services of an outside committee chair to act as a *de facto* meeting manager. In circumstances where individuals at the meetings are extroverts and some personalities can dominate, a capable and focused meeting chair is really useful.

This person is the formal Chair, reserving the role of 'Honorary Chair' for the Committee Member who is the primary external-facing person on the Committee. An external

Chair will bring experience and likely knowledge of meeting procedures and formal rules of order, should they be required.

Organizations like the Edmonton Metro Region Board (EMRB) and many associations use this model to great effect either during regular meetings or at annual general meetings.

If either City Council or the Committee requires the Chair to be selected from among the voting Members of the Committee, it would be advisable for the Chair to be one of the citizen representatives. This precludes any real or perceived ties between the Chair and any of the organizations that are included as voting Members. This also allows the City Council representative(s) to retain their elected official 'hats' while participating on the Committee and still advocating for the Committee at City Council.

In either scenario, training for the Chair, particularly if that person is new to running meetings, would be advisable. Providing similar training for the Vice-Chair would provide that person with additional skills for times when the Chair is either not available to manage the meetings or when the Chair is in a position of pecuniary interest and must turn the meeting over to someone else. Training for the Vice-Chair could also be seen as a succession planning effort.

### **Location**

Meetings of Edmonton Salutes move around through the year, which, given the composition and mandate of the group is a wise practice. Altering locations of the meetings provides some attraction to Members who may be interested in seeing some sites that illustrate the City's (and region's) ties to the military.

### **Agendas**

The agendas for Edmonton Salutes that were provided to the review team comprised a single page of topics for the pending meeting and an indication of who would be speaking to the topics. It is possible that more information to provide backup to the agenda items is also distributed, but that was not clear.

Wise practice would be for the agenda and support material to be provided to attendees a few days in advance of the meeting so attendees can prepare. This may include asking colleagues for input on agenda items that are in areas of expertise beyond the Member's focus.

In advance of the meeting, a call for agenda items should be circulated to those expected to attend the meeting. Currently, the agenda seems to be created by the City with limited input from the Chair or others who will be in attendance. Putting out a call for items will both remind people that the meeting is coming and will help build engagement because individuals will know that matters of concern to them may be on the agenda of the meeting.

Each meeting has a round table discussion near the end of the meeting. Based on the meeting minutes, this likely takes up a lot of time on the meeting day and may unnecessarily extend the meeting time. The call for agenda items could also act as a call for status updates that could be collated and circulated with the meeting agenda package, eliminating, or at least curtailing the amount of time spent in the round table and increasing the efficiency of time spent in the meeting.

Shorter meetings may have a connection to meeting frequency. Rather than holding one short meeting each month, a longer meeting could be held every two months, again making better use of busy people's time while still keeping to a focused agenda and efficient use of participants' time.

### **Minutes**

The recorded minutes of Edmonton Salutes Committee meetings are very detailed and thorough. As context, the term 'minute' in a set of meeting minutes derives from 'a decision'. As such, meeting minutes only need to be a record of logistics (start, end, location, attendees), decisions (motions), and delegations or presenters. Some organizations, including City Council, record the votes of the Members, but that is not necessary unless called for by one of the voting Members. Should the committee choose to record votes as a matter of policy, that can be added to the bylaw or it can be indicated by Committee policy, unless the City Council Procedure Bylaw requires that all Council Committees either do (or don't) require recorded votes.

Edmonton Salutes Committee minutes track far more detail than is probably required and the length of the minutes may even prevent some people from reading all the way through.

Since minutes are a record of decisions that the Committee made, and there is historical importance to that, it is advisable for decisions (motions) to be numbered uniquely so they can be referenced in the future.

Interviewees commonly noted that the meeting minutes are circulated shortly before the next meeting rather than while the referenced meeting is still fresh in people's minds. It is a wise practice to provide attendees with the meeting minutes, along with any follow up documentation such as a list of action items, within a week or two of the meeting occurring, even if those minutes are just considered draft until approved or amended at the next Committee meeting.

Minutes currently list the names of attendees, but not their affiliation, so there is no way for an external person to know which organizations are represented at meetings. Identifying both the person and the organization will provide a more accurate reflection of the meeting outcomes.

## 6.2 Membership

Membership is currently defined within the bylaw to a relatively narrow group of organizations representing City Council, the military, the business community, and support organizations, with some seats reserved for community members. Other 'Representatives' include regional municipalities and other orders of government.

There is nothing in the bylaw that identifies a funding source for the Committee, however some of the 'Representatives' do contribute some funds to Edmonton Salutes. It appears this funding and the amount are neither mandatory nor set in their sum. Funding does not have an impact on who is eligible to vote at Committee meetings, and this was brought up as a point of contention during the interview phase of this review.

The membership of the Committee needs to be updated and City Council needs to identify whether there is a requirement for 'Members' to contribute to funding the Committee's work and perhaps therefore to be able to vote at Committee meetings.

As it is currently written in the draft revised Edmonton Salutes bylaw presented to City Council in late 2019, the number of potential voting Members at the Committee could rise to nearly 25 people. A committee with that many voting members would become logistically unwieldy.

### Members

An effective core Committee comprising 12-15 voting Members enables agility and responsiveness while still maintaining a core focus on the interaction between the region and its military families. A proposed voting Member group could include:

#### Proposed Edmonton Salutes Members

Organization	# of Reps.	Comment
<b>City of Edmonton Councillors</b>	2	Increasing the number of City Councillors to two to recognize the population mass of the City of Edmonton and the regional draw created by the facilities, amenities, businesses and organizations in the City.
<b>Canadian Forces Base Edmonton</b>	2	Adding CFB Edmonton to the voting membership. The Canadian Forces can best identify who among their ranks would be the most appropriate individuals or roles to work with Edmonton Salutes rather than having that prescribed.

Organization	# of Reps.	Comment
<b>Regional Citizen Representatives recruited and appointed by the Committee</b>	6	Representatives would be selected from the region rather than just from the City.
<b>Edmonton Chamber of Commerce</b>	1	No change.
<b>Edmonton Regional Airports Authority</b>	1	No change.
<b>Edmonton United Services Institute</b>	1	No change.
<b>Explore Edmonton</b>	1	Explore Edmonton has been added to this list because of their mandate to promote regional events, some of which are similar to events that Edmonton Salutes has identified as events in which to participate. This organization replaces Edmonton Northlands, who's mandate has shifted significantly in recent years.
<b>Royal Canadian Legion</b>	1	No change.

This number has been purposefully kept at an odd number to prevent as many tie votes as possible.

There are three current organizations that have been removed from the list of Members. These are the Edmonton Economic Development Corporation, Edmonton Northlands, and the Urban Development Institute. This was done to provide the broadest representation to the proposed list of voting organizations and acknowledge that organizations' participation in city life changes over time.

Another current Member, the Military Family Resource Centre, has been moved into an Advisor role and is shown in the list below.

### **Representatives**

A larger group of non-voting Representatives could still participate in Edmonton Salutes work as a way of maintaining contact with the military support structure. These organizations have been identified because of their regional focus.

There is no specific number of individual participants noted for this group. Since they are non-voting, the number does not carry as much formality.

It would be up to the Committee to decide whether the individuals participating from these groups would be provided with the ability to speak or enter debate; however, they do bring a broad focus and would add richness to the debate.

### Proposed Edmonton Salutes Representatives

Organization	Comment
<b>Edmonton Global</b>	This group did not exist at the time the Committee was formed. With its focus on regional economic development, it would have some useful advice to provide.
<b>Edmonton Metro Region Board (EMRB)</b>	EMRB did not exist at the time the Committee was formed. It has a focus on the metro-Edmonton region's growth and sustainability. There is significant opportunity to collaborate if ties are close enough.
<b>Regional Municipal Governments</b>	Some regional local governments participate in the Committee now because they house military members and families and because they provide support to the Canadian Forces and their members. The government appointees could either be local elected officials (like now) or appointed citizens. This group could comprise municipalities that are not EMRB members. A list of several regional local governments is identified in the current Edmonton Salutes bylaw, This change would provide flexibility in which local governments choose to participate in the Committee.

### Advisors

A further group comprising non-voting Advisors from external organizations would be appointed either at the behest of those organizations or at the request of the Committee. These would be updated at the pleasure of the Committee and the group would likely change somewhat throughout the year and from year to year. This group includes individuals and organizations that provide specialized advice or support to the Committee. It also includes organizations that have historically received regular funding from the Committee.

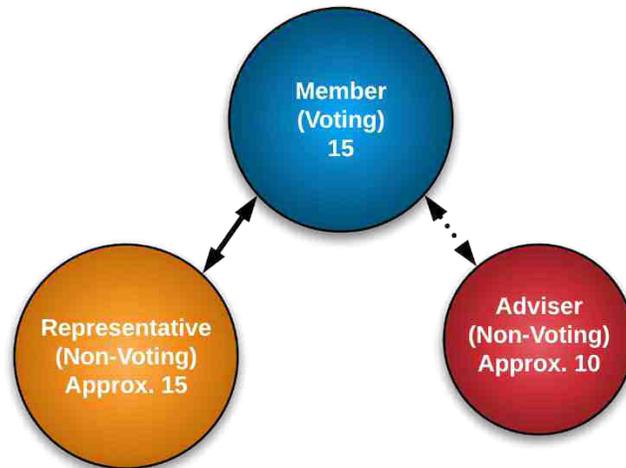
### Proposed Edmonton Salutes Advisors

Organization	Comment
<b>City of Edmonton City Manager's Office</b>	Added specifically to show the importance of the military to the City of Edmonton.
<b>City of Edmonton Protocol Office</b>	Added to provide expertise on military protocol opportunities and requirements for Edmonton Salutes events.
<b>Federal Parliament</b>	No change.
<b>Military Branches</b>	No change.
<b>Military Family Resource Centre</b>	Moved from voting member to Advisor to remove any perception of conflict of interest over funding received from the Committee.
<b>Provincial Legislature</b>	No change.
<b>Veterans Affairs Canada</b>	No change.
<b>Veterans' Organizations</b>	This has been added so organizations beyond the Legion can provide advice to the Committee.
<b>Other entities or organizations identified by the Committee</b>	Expanded from current structure to include non-governmental organizations.

In addition to these three groups of collaborative entities, the host organization, the City of Edmonton in the case of Edmonton Salutes has been providing meeting management assistance and staff time to work on projects and the ongoing work of the Committee. This is mentioned specifically because the City absorbs much of this cost currently, but it would need to be accounted for should the Committee exist as a stand-alone entity.

The model for Edmonton Salutes could end up as seen below, with a small number of core Members, and a larger number of associated Representatives. Advisors would be included as required. This group structure is designed to support the Edmonton Salutes Mandate, which remains to “*recognize the value of the contributions made by military personnel and their families who reside within the city and surrounding areas*”.

### Proposed Edmonton Salutes Organizational Model



Organizations that regularly receive funding from Edmonton Salutes would be precluded from being a Member or a non-voting Representative but could still participate as an Advisor.

The term of membership would ultimately be at the pleasure of the appointing body however most committees benefit from turnover. Typical committees of this sort would allow two to three consecutive terms, with each term comprising two years. This could be encouraged but not be enforced for any sub-set of voting Members other than the community citizen representatives. These people would ideally be appointed in a general call for committee members, a practice that many municipalities undertake annually.

The non-voting Representatives and Advisors are typically appointed by organizations and municipalities. These individuals would not be bound by the same term limits, but turnover could be encouraged. The reason for this is that the organizations may be small and have limited staff or volunteer capacity of appropriate people to attend Edmonton Salutes Committee meetings. Placing term limits or requesting turnover from these organizations may not be realistic. Depending on the nature of the specific organization, some turnover will occur as individuals depart and are replaced.

#### 6.2.1 Pecuniary Interest

All voting Members of the Committee are bound by Provincial and City legislation, some of which speaks to the ability to vote on items that may put them in a position of pecuniary interest.

In such cases, the affected Committee Members must recuse themselves from the debate and the vote regarding the issue and may need to recuse themselves from any debate on any granting at all because granting is likely zero-sum. If organization 'A'

gets a dollar for a project, then organization 'B' will not have that same dollar available to them. This effort to be transparent and principles-based is currently required by the *Municipal Government Act*; however, it could also be included in City Bylaw and/or Committee policy.

### 6.2.2 Orientation

A common refrain during this review was for the need of new Members to understand the Committee's role and their role in particular as quickly as possible. An annual orientation (or re-orientation) for Members would allow a formal start to the year and would provide that initial introduction to the Committee's work and its processes and to the individuals around the table. This could be conducted a half-day onboarding for new Members followed by the second half of the day being a full-Committee orientation to the upcoming year, with perhaps a social or educational event included.

## 6.3 Strategy and Planning

Edmonton Salutes currently does little formal planning. When there are active military engagements that require the support of the community, the focus of the Committee rightly includes supporting those engagements as it is able.

In order to support the group's mandate, a strategy must include these events as well as priorities and actions for times in which engagements are not occurring or military personnel are not deployed. This strategy should be developed, plans carried out and, monitored.

Most organizations of the size and complexity of Edmonton Salutes need to think long-term. They need to identify what success looks like for their work in a generation. They need to think about what the organization needs to do over the next four years to achieve that vision. They need to identify their decision-making lens in terms of a set of values, and they need to set a series of measures for themselves. Together, this vision, mission, values, goals, strategies, and performance measures would comprise a solid strategic plan.

Currently, Edmonton Salutes is primarily a governance organization. This means the Committee needs to look at planning in terms of outcomes – the change it wants to see and create over time.

Spending some dedicated time on creating its first strategic plan is very important, and updating it regularly is also important. Identifying a set of high-priority strategies from within the whole bucket of goals and activities will enable the Committee to let its Members, Representatives, and Advisors know what the Committee sees as important.

Prudent strategy development does not occur in a vacuum. An engagement effort in advance of strategy development will show whether the Committee is on the right track in supporting the military and their families and help to identify needs and possible priorities and activities before a strategy is formally developed.

Setting out a plan and checking in on it regularly will provide supporters of the Committee, including City Council and regional municipal partners with the ability to judge the value of the Committee. Once the strategic plan is created, and goals are identified for the coming year, performance measures can be used to ascertain progress towards achieving the vision the Committee members have for the years to come. While no strategy survives first contact with reality, the time spent planning is important for reasons of focus and team building.

Checking in on priorities three to four times a year will work towards the axiom of 'what gets measured gets done.'

Looking back at the last year will provide good insight into whether strategies and tactics have been effective. At best, it provides a place to celebrate for collective Committee effort, and at worst it gives ongoing Committee members the ability to learn from what may not have gone according to plan.

#### 6.4 Reporting

Edmonton Salutes currently provides an Annual Report and Workplan to City Council. This is provided based on the work completed at the end of each calendar year, although the actual presentation to Council is typically conducted in spring. While the report is called an Annual Report and *Workplan*, there does not appear to be a portion of that report that outlines the Committee's plans for the upcoming year<sup>6</sup>.

The Annual report does tie the work of the Committee to the achievement of the City's Corporate Outcomes and Performance Management system, but it does not tie back to any measures that the Committee may have set for itself. There is also no apparent reporting to the other entities that are represented on the Committee, so the engagement between the Committee and regional municipalities for example depends on the municipalities' Representatives reporting rather than the Committee reporting.

Instituting some public reporting and a formal verbal report provided to regional municipal partners and the boards of directors (or equivalent) of Members, Representatives and Advisors would build ownership and engagement of those entities.

While the number of verbal reporting sessions would be significant, it could be accomplished over an alternating two or three year cycle with written reports submitted annually.

Reporting provides a mechanism for looking back at the past year and sharing a forecast of the work ahead based on priorities in the group's strategic plan. It would allow the invested entities to know what to expect from Edmonton Salutes in the next year and prove value of and engender engagement with the group. This is particularly

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<sup>6</sup> This conclusion is based on the *2018-2019 Annual Report and Workplan* presented to City Council at its May 9, 2019 meeting.

important if some of those entities are providing funding to the Committee and they want to know the value they are getting from their investment.

## 6.5 Budget

Historically, the budget for Edmonton Salutes has been limited to expenditures. City Council has allocated a similar amount of funding to the Committee each year by way of an allocation being provided to the Communications and Engagement Department to be spent on the Committee's work. That amount is augmented by some Members and Representatives also providing funding. Since 2017, several municipalities have provided funding to the Committee in the amounts of:

- City of St. Albert .....2017, 2018..... \$3,000 total
- Sturgeon County .....2018 ..... \$1,000 total
- Town of Bon Accord .....2018 ..... \$1,000 total
- Town of Legal .....2018 ..... \$1,000 total
- Town of Redwater .....2017, 2018, 2019 ... \$3,000 total

This funding does not appear to be consistent in amount, requirement, or continuation, and none of the municipal funders have a vote at Committee meetings. Based on comments from interviewees and survey respondents, this funding inconsistency has been a point of contention that the Committee ought to address through policy, because only City Council could address funding through bylaw.

Expenditures for the Committee have included sponsorships for events like galas and golf tournaments, internal Committee operations, grants to organizations and community groups, and recognizing important dates on the military calendar among other items. There is no Committee policy on allowable expenditures, so there is no restriction on where the Committee can spend its requisition.

There is an ongoing operational cost to keeping the Committee running that is not formally recognized by the Committee. That cost is currently borne by the City through the use of City resources (people, time, money, opportunity cost) that is dedicated to the Committee and therefore cannot concurrently be deployed elsewhere.

The host department for Edmonton Salutes participates in the City's annual audit, and as such, the Committee is likely expected to provide information required so the auditor can make judgments as to whether Public Sector Accounting Principles and City bylaws are met in the expenditure of public funds on Committee activity. This examination of Committee activity and process is a prudent use of time and effort, regardless of how the Committee is structured.

The vast majority of Edmonton Salutes operational funding comes from the City of Edmonton, but the benefit could be argued to be regional. CFB Edmonton is not actually within the City's borders.

The Committee is limited in its ability to fundraise given its nature as a City Council committee, but there is potential to raise funds from memberships and from accepting sponsorships and donations itself if it were more structurally distant from the City.

As mentioned in the reporting section of this document, the Committee would benefit from more rigour in budgeting for both revenue and expenditures. Currently, there is no internal budgeting process for Committee work, so there is limited buy in. Tying budget to high-priorities would give the Committee more efficacy and would result in more accountability than is currently the case.

Edmonton Salutes is a good illustration of regional collaboration where the whole is greater than the sum of its parts. If each of the participating organizations, governments, businesses and individuals were to provide support to military members and families on their own, there would be much less operational efficiency and profile than what is currently provided by the Committee.

Completing a cascading series of strategy and fiscal documents would allow the Committee to focus on what is important, recognizing that may be different each year. Resources are scarce, so focusing on and funding high priority strategies will give the Committee more of a *raison d'etre*.

## 7 Recommendations

A series of recommendations follow in the section below. These recommendations follow the same organizational structure as the previous sections of the report.

The most fundamental recommendation is to determine whether the Committee continues to exist as a Council Committee or whether City Council chooses to apply a different structure to the group. Many of the other recommendations flow from that choice.

For that reason, two sets of recommendations are included here. The first set of recommendations (section 8.1) related to the group remaining as a Council Committee. The second set of recommendations (section 8.2) apply should the City choose to establish the Committee as a separate entity. There is a lot of overlap because many of the suggested changes would apply regardless of where Edmonton Salutes 'lives':

### 7.1 Edmonton Salutes as a City Council Committee

#### 7.1.1 Governance Model

We recommend that:

- 1) This report be publicly received by City Council for information and potential action
- 2) City Council reactivate the Edmonton Salutes Committee under its current bylaw
- 3) City Council review and revise the draft bylaw (19018) for the Edmonton Salutes Committee in consultation with current Committee Members with consideration given to the recommendations in this report
- 4) Only 'Members' of the Committee, as defined in the bylaw, be enabled to vote during Committee meetings.
- 5) The Committee consider retaining an external chair to provide efficient meeting practices, or institute the practice of providing training for all individuals who assume the role of Committee Chair
- 6) Draft meeting minutes and a list of action items be distributed within two weeks of the meeting.
- 7) The Committee consider the use of sub-committees or task forces comprising a small number of individuals who may work on a specific task on behalf of the larger Committee.
- 8) Meetings be streamlined and reduced in number to approximately five to six a year, plus events.

#### 7.1.2 Membership

We recommend that:

- 1) The Committee maintain a voting membership of approximately 15 people.

- 2) Other individuals representing other governments (i.e., federal, provincial, regional municipalities) or organizations become non-voting Representatives or Advisors.
- 3) Regional municipal governments be encouraged to be a part of Edmonton Salutes and a nominal membership fee is levied to participate.
- 4) All newly appointed individuals, whether representing themselves or an organization, attend an annual half-day Edmonton Salutes orientation and onboarding session, and that all continuing Members participate in at least a portion of that session.
- 5) That term limits of no more than three consecutive two-year terms be placed on full Members of the Committee.

### 7.1.3 Strategy and Planning

We recommend that:

- 1) The Committee conduct a formal strategic planning exercise every four years, with an outlook for up to 20 years and that the Committee's strategic plan align with and cascade from City Council's strategic plan and vision for the city.
- 2) The Committee review the plan annually to set high, medium, and low priority goals or strategies.
- 3) The Committee choose one major item (goal or strategy) from their strategic plan as the key focus area for the year.

### 7.1.4 Reporting

We recommend that:

- 1) The Committee Chair presents as a delegation to each regional municipal Council and boards of directors of Member, Representative and Advisor organizations every two to three years to maintain a connection to those communities and organizations.
- 2) The Committee provide an annual written report to City Council, Committee Member, Representative, and Advisor organizations to identify how progress was made on achieving goals in the strategic plan and what the Committee's focus will be for the upcoming year.

### 7.1.5 Budget

We recommend that:

- 1) The Committee be provided with the ability to create and administer its own budget within the guidelines set by City Council.
- 2) The Committee provide an annual report of income and expenditures to City Council as part of its annual report, and that the Committee provide input to the City's annual audit as required.

- 3) The Committee be provided with the ability to raise revenue through memberships, sponsorships, grant applications, and other methods consistent with the mandate and vision of the Committee.

## 7.2 Edmonton Salutes as a Stand-Alone Entity

### 7.2.1 Governance Model

We recommend that:

- 1) This report be publicly received by City Council for information and potential action
- 2) City Council reactivate the Edmonton Salutes Committee under its current bylaw
- 3) City Council directs Administration to identify a structural format that would work for a restructured Edmonton Salutes, such as a Society or Charity.
- 4) Only 'Members' of Edmonton Salutes, as defined in the Committee's bylaw, be enabled to vote during Edmonton Salutes meetings.
- 5) Executive officers for Edmonton Salutes be appointed at Annual General Meetings.
- 9) Edmonton Salutes consider retaining an external chair to provide efficient meeting practices, or institute the practice of providing training for all individuals who assume the role of Committee Chair
- 6) Draft meeting minutes and a list of action items be distributed within two weeks of the meeting.
- 7) The Committee consider the use of sub-committees or task forces comprising a small number of individuals who may work on a specific task on behalf of the larger Committee.
- 8) Meetings be streamlined and reduced in number to approximately five to six a year, plus events.

### 7.2.2 Membership

We recommend that:

- 1) Edmonton Salutes maintains a membership fee based voting membership of approximately 15 organizations.
- 2) Six to eight community at large Members be recruited to be voting Members without fee as recognition of their volunteer effort and expertise.
- 3) Individuals representing other government (i.e., federal, provincial, regional municipalities) organizations become non-voting Representatives or Advisors, and that a lower annual membership fee be charged to be part of this group.
- 4) All newly appointed individuals, whether representing themselves or an organization, attend an annual half-day Edmonton Salutes orientation and onboarding session, and that all continuing Members participate in at least a portion of that session.

- 5) That term limits of no more than three consecutive two-year terms be placed on voting Members of Edmonton Salutes.

### 7.2.3 Strategy and Planning

We recommend that:

- 1) Edmonton Salutes conducts a formal strategic planning exercise every four years, with an outlook for up to 20 years and that Edmonton Salutes identifies a vision for the organization.
- 2) Edmonton Salutes reviews the plan annually to set high, medium, and low priority goals or strategies.
- 3) The Committee choose one major item (goal or strategy) from their strategic plan as the key focus area for the year.

### 7.2.4 Reporting

We recommend that:

- 1) Edmonton Salutes Chair presents as a delegation to voting Members, Representative and Advisor organizations on an alternating every two to three year schedule to maintain a connection with the organizations.
- 2) Edmonton Salutes provides an annual written report to the public, Members, Representatives, and Advisors to identify how progress was made on achieving goals in the strategic plan and what Edmonton Salutes' focus will be for the upcoming year.

### 7.2.5 Budget

We recommend that:

- 1) City Council provide three-years of transitional funding to Edmonton Salutes, after which time the organization is expected to exist on revenue that it generates from memberships, grants, sponsorships, and other sources of income.
- 2) Edmonton Salutes provides an annual report of income and expenditures to Members, Representatives and Advisors as part of its annual report.

## 8 Conclusion

Edmonton Salutes is unique in Canada in the level of formality it provides to the relationship between a Canadian Forces base and its neighbouring big city. That unique nature extends to the Committee's composition that incorporates military organizations, community groups, business groups and nearby municipal governments. The Committee was created at an active time for CFB Edmonton and the Canadian Forces in general, and since that time it has evolved to meet changing demand and changing capacity.

Edmontonian Marshall McLuhan is noted to have said that the medium is the message, and so it is with Edmonton Salutes. As the 'message' of the Committee has changed since 1997, the 'medium' needs to change as well.

City Council Committees are designed to focus on topics that are internal to the City of Edmonton; whereas Edmonton Salutes' regular attendees are a mix of Edmonton-based people and representatives of governments and organizations that exist outside the City of Edmonton – including CFB Edmonton.

Edmonton Salutes runs well and provides effective support to Edmonton's military families and organizations, but ongoing tweaks are not enough at this point; structural change is necessary, either in the form of a revised bylaw or in the form of an independent committee being created out of the current Edmonton Salutes group. In either option, the City of Edmonton will need to provide support to Edmonton Salutes as it navigates both its medium and its message.

## 9 Appendices

### Appendix 1 – Environmental Scan

A scan was conducted on the formal relationship that military installations in Canada have with nearby major urban centres. The full list of military bases considered for the review appears at the end of this document.

The municipalities reviewed were selected based on several possible criteria:

- Canada's Big Cities (as defined by FCM) that have nearby military facilities;
- Other large centres (over 50,000 population) that have nearby military facilities; or
- Municipalities (under 50,000 population) in Alberta that have nearby military facilities

Based on this scan, Edmonton Salutes is unique in Canada. There are no other large or Alberta municipalities that have as comprehensive a formal arrangement as the one that Edmonton has. In particular, there do not seem to be any committees established by bylaw that identify how the city and region can support the Canadian Forces and its personnel.

In most cases, the relationship seems cursory, with things like recognition of veterans, free transit on Remembrance Day or Freedom of the City. No other municipality in Canada appears to have such a thorough and deep formal relationship with the Canadian Forces.

Specific findings on each of the reviewed communities appears below and are listed from west to east in the country.

## 1 Researched Municipality

### 1.1 Victoria (City)

- It appears that the City of Victoria has a somewhat tense relationship with the Canadian Armed Forces:
  - No formal committee tasked with honoring the military or engaging with the neighboring base
  - The Heritage Advisory panel is tasked with military commemoration, but activities have been limited since 2013 when the Pioneer Square was unveiled, which included several military memorials
  - In 2017, the Victoria Fire Department partnered with the Canadian Mental Health Association to provide resilience training related to several military personnel and veteran suicides
  - In 2019, Victoria is bid to host the Invictus Games in 2022, but some councillors have publicly opposed this bid, stating that they did not want to support the militarization of their city. Also in 2019, several councillors publicly stated that they did not want the city to bear the costs associated with military commemoration celebrations such as Remembrance Day. In response, some naval veterans have boycotted Remembrance Day celebrations in Victoria



## 1.2 Medicine Hat (Suffield)

- No information available on the City website pertaining to formal engagement, committees, or liaisons with military base
- 'No Stone Left Alone' ceremony was created in 2011 by Maureen G. Bianchini-Purvis who made it her mission to ensure that every soldier would have a poppy placed in their honour. Every year, groups of students gather to commemorate the sacrifices of the military. The ceremony helps to educate children and teens about our past conflicts to create knowledge, understanding and appreciation of Canada's fallen
- The Esplanade Arts & Heritage Centre hosted the Bravo Zulu Gala on Tuesday, June 7, 2016 to celebrate Canadian Forces Base (CFB) Suffield and the official opening of the new exhibit in the Museum Heritage Gallery, Salute! Neighbours for 75 Years.

## 1.3 Wainwright

- No information available on the City website pertaining to formal engagement with military base
- Economic impact of military base for the Town of Wainwright is available on website

## 1.4 Cold Lake

- No information available on the City website pertaining to formal engagement, committees, or liaisons with military base

## 1.5 Winnipeg

- Mayor created a council liaison for Veteran and Military Affairs position in 2018 which is currently held by Councillor Shawn Nasan. This position does not appear to be very active yet
- City of Winnipeg was recognized in 2019 by the Canadian Forces Liaison Council for the Most Supportive Employer in Manitoba award for its support of city staff who are also reservists. The city offers a Furlough Leave program that allows Reservists to buy days off without pay and spread the cost of the leave to the employee over several weeks
- Offers free transit for Veterans on Remembrance Day
- Offers free tours of Brookside Cemetery Field of Honor
- City of Winnipeg's Parks and Open Spaces Division is responsible for public commemoration of military activities:
  - Redesigned Kapyong Park in 2019 (gift from South Korean government)
  - In 2017, the third and most comprehensive renovation of the Vimy Ridge Memorial Park monument was completed. Veterans Affairs Canada, through its Commemorative Partnership Program, has approved up to \$50,000 to support the restoration in conjunction with another \$300,000 of City of Winnipeg capital funding
  - Refurbished the T-33 jet in Woodhaven Park to honor the Red Knights last year



## 1.6 North Bay

- No information available on the City website pertaining to formal engagement, committees, or liaisons with military base
- Municipal Heritage Committee responsible for commemoration of military related events and memorials:
  - Armed Forces Day: The City of North Bay has partnered with the 22 Wing Honorary Colonels and CFB North Bay to support the annual Armed Forces Day event to be held in and around June 12 every year

## 1.7 Toronto (City)

- No information available on the City website pertaining to formal engagement, committees, or liaisons with military base
- The City of Toronto has a Military Service policy which was created in 1999 and updated most recently in 2005. It entitles City employees to a two-week leave of absence with pay to attend the Canadian Armed Forces Reserve Training Program
- The Freedom of the City honor is granted to military entities that have a long relationship with the municipality. Toronto has granted this honor to 13 different regiments and units since 1962
- Offers free transit for veterans on Remembrance Day

## 1.8 Kingston

- No information available on the City website pertaining to formal engagement, committees, or liaisons with military base
- City hosts the Mayor's Innovation Challenge: a competition calling on teams of students from Kingston's major post-secondary institutions – St. Lawrence College, Queen's University, and the Royal Military College of Canada – to submit innovative proposals to address a challenge faced by the City
- Heritage Kingston Committee is responsible for the commemoration of military activities
- Kingston's 10 Year Municipal Housing and Homelessness Plan including survey questions to residents specifically pertaining to the housing and mental health challenges associated with veterans, and noted that Kingston's current housing stock is insufficient to meet demand from current CAF staff

## 1.9 Ottawa

- In November 2019, Council approved the creation of a Council Liaison for Veteran and Military Issues, currently held by Councillor Matthew Luloff. Council identified Veteran and Military Service care as being a top priority for the remainder of their term in office
- Ottawa hosts an Annual Candlelight Tribute in honor of Veterans' Week in November
- By-law 2008-355 mandates the closure of most retail establishments until 12:30 on Remembrance Day



### 1.10 Montreal (City)

- No information available on the City website pertaining to formal engagement, committees, or liaisons with military base

### 1.11 Halifax

- No information available on the City website pertaining to formal engagement, committees, or liaisons with military base
- Offers free transit for Veterans on Remembrance Day
- Halifax was twinned with Norfolk, Virginia in 2006 to celebrate the military histories of both cities
- Agreements in place to allow military base to use Halifax's commons spaces to perform military drills

### 1.12 Fredericton

- No information available on the City website pertaining to formal engagement, committees, or liaisons with military base

## 2 Considered Military Facilities

This is the list of facilities in Canada which were considered for this environmental scan. Where appropriately close to a municipality that fit the criteria for review, these facilities were included in the research noted above.

1. **Comox, B.C.** – 19 Wing Comox Air Force Base
2. **Victoria (Esquimalt), B.C.** - Canadian Forces Base (CFB) Esquimalt
3. **Edmonton, Alberta** - 3rd Canadian Division Support Base Edmonton (commonly referred to as Edmonton Garrison)
4. **Cold Lake, Alberta** - Wing Cold Lake Air Force base
5. **Suffield, Alberta** - Canadian Forces Base Suffield
6. **Wainwright, Alberta** – Canadian Forces Bases Wainwright/ Canadian Manoeuvre Training Centre
7. **Moosejaw, Saskatchewan** – 15 Wing Moosejaw Air Base
8. **Brandon, Manitoba** – Canadian Forces Base Shilo
9. **Winnipeg, Manitoba** – 17 Wing Winnipeg Air Force Base
10. **Toronto and Pembroke, Ontario** - 4th Canadian Division Support Base Petawawa
11. **Borden, Ontario** – Canadian Forces Base Borden
12. **Kingston, Ontario** – Canadian Forces Base Kingston
13. **North Bay, Ontario** – 22 Wing North Bay Air Force Base
14. **Trenton, Ontario** – 8 Wing Trenton Air Force Base
15. **Leitrim, Ontario** - Canadian Forces Station Leitrim
16. **Ottawa, Ontario** - Canadian Forces Support Unit (Ottawa)
17. **Ottawa, Ontario** - Canadian Forces Health Services Centre Ottawa
18. **Bagotville, Quebec** – 3 Wing Bagotville Air Force Base



19. **Valcartier, Quebec** – 2<sup>nd</sup> Canadian Division Support Base Valcartier
20. **Montreal, Quebec** - 2nd Canadian Division Support Base Valcartier, Detachment Montreal
21. **Montreal, (St. Jean) Quebec** - Canadian Forces Leadership and Recruit School St-Jean
22. **Greenwood, Nova Scotia** – 14 Wing Greenwood Air Force Base
23. **Halifax, Nova Scotia** - Maritime Forces Atlantic Headquarters
  - Canadian Forces Base Halifax
24. **Fredericton (Gagetown), New Brunswick** – 5<sup>th</sup> Canadian Division Support Base Gagetown
25. **Gander, Newfoundland and Labrador** – 9 Wing Gander Air Force Base
26. **Goose Bay, Newfoundland and Labrador** – 5 Wing Goose Bay Air Force Base
27. **Alert, Nunavut** – Canadian Forces Station Alert
28. **Whitehorse, Yukon** - Canadian Forces Northern Area Headquarters
29. **Yellowknife, Northwest Territories** - Canadian Forces Northern Area Headquarters

## Appendix 2 – Interview and Survey Summary

# **Edmonton Salutes Committee Governance Review**

## Interview and Survey Summary

April 16, 2020



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## Background and Purpose

The City of Edmonton wants to ensure the effectiveness of the Edmonton Salutes Committee in terms of its mandate, roles, responsibilities and bylaws. It also wants to identify ways to modernize the Committee through its operations, governance and service delivery. The Committee plays a significant part in enhancing and advancing the City's symbiotic relationship with the military by bringing together local government representatives, military representatives and members of the community to identify ways of supporting the thousands of personnel and families stationed at Edmonton Garrison.

The City engaged Strategic Steps to conduct a governance review of the Edmonton Salutes Committee. A portion of this work was dedicated to gathering input and ideas from current and former members of the Committee through interviews and an online survey. The purpose of the interviews and survey was to gain some context-informed understanding of Edmonton Salutes governance model, including its operational structure, membership, roles and responsibilities, processes and practices. It was also to, within these areas, understand what is working well, what could use some attention, and what the interviewees and survey respondents see as key opportunities to enhance the Committee's efforts to achieve its mandate.

In preparation for the interviews and survey, Strategic Steps reviewed Edmonton Salutes background documents including but not limited to its mandate, past meeting agendas and minutes, bylaw and proposed bylaw updates, budget, council reports, associated policies and, event and delegation information.

Strategic Steps conducted two phone interviews, 15 video conference interviews and received six survey responses. Interview and survey participants represented:

- City Council
- City Administration
- Municipal Partners' Elected Officials
- Provincial and Federal Elected Officials
- Military Family Resource Centre
- Royal Canadian Legion
- Edmonton United Services Institute
- Military veterans
- Edmonton International Airports
- Private sector businesses
- Community members

This report provides an overview of what the interview and survey participants perceive as being the Committee's:

- Role and contributions to the community;
- Current strengths (i.e., existing opportunities to leverage); and
- Current challenges with and/or opportunities to improve the Committee's governance model and operations.

## Committee Role

Interviewees and survey respondents indicated the role of the committee is to support the military and their families, recognize their contributions and enhance awareness of the military within the Edmonton Capital Region. They believe that this role is important because it:

- Helps make the military feel welcome;
- Brings together many organizations and orders of government to help meet the needs of military personnel and their families;
- Honours the military in a coordinated way; and
- Is a mechanism to acknowledge and support the military base as a significant economic contributor to the region.

Interview and survey participants also indicated that they value the opportunity to support the military and help educate civilians about its significance and contributions in keeping Canadians safe. Most see their role with the committee as:

- Helping build and maintain connections between the military, civic organizations and different orders of government;
- Bringing expertise to the table to help identify opportunities and gaps in supporting the military and their families as they affect change; and
- Networking with a good group of people to learn and work together to show the military they are valued.

When considering the role of the Committee, some interview participants shared a perceived loss of purpose. At its inception as a Council Committee in 2007<sup>1</sup>, the Committee had a significant role in raising awareness of the military by welcoming home troops from active service. Since the end of the Afghanistan war, the focus and mandate of the Committee seems to lack clarity, with many participants expressing a desire to revisit the Committee's purpose and mandate to ensure their efforts remain relevant and valued.

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<sup>1</sup> Previous to 2007, Edmonton Salutes was an administrative committee established in 1997

## Strengths, Challenges and Opportunities

An important part of conducting a governance review is understanding what is working well and where there are opportunities for improvement. As the Edmonton Salutes Committee acts as a conduit between the military, City corporation, community and wider region, it is imperative that internal processes as well as external relationship building are functioning well, and that the policies and procedures put in place are both effective and aligned to the Committee's mandate.

For Edmonton Salutes, this means that it is important to understand where the Committee is already providing good value because it might be most effective for the group to leverage or build on its strengths and where there is already momentum. At the same time, it's important to gain a good understanding of where the Committee is experiencing challenges with its approach. Challenges are often identified as gaps in what the Committee delivers, the resources it can call on, or weaknesses in its structure, resourcing, planning, processes and practices. Challenges are also often alluded to in the form of recommendations from interviewees on what could be different, better, or considered an opportunity.

The following tables identify key elements of governance and summarizes the related strengths, challenges, and opportunities identified by interview and survey participants:

### Committee Structure and Resourcing

STRENGTHS	CHALLENGES and OPPORTUNITIES
<ul style="list-style-type: none"> <li>▪ Overall, interview and survey participants appreciate the cross-section in membership with business, government, military and community representation.</li> <li>▪ Interviewees recognize and appreciate the importance of City administration in keeping the Committee functioning by recording minutes, coordinating meetings, providing rules of order advice, managing the budget, coordinating events and activities.</li> <li>▪ Most participants believe the size of the committee is appropriate.</li> <li>▪ Most participants believe that the resources assigned to the Committee adequately support their mandate.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Interview and survey participants believe that although the size of the Committee is appropriate, its structure needs attention.</li> </ul> <p>Most considered it to be a large group and some noted that members have competing priorities and are not able to contribute to the same degree as other members.</p> <p>It was shared that restructuring the Committee so there are fewer 'core' members and integrating and/or formalizing specific sub-committees, in addition to the project sub-committee, would be something worth exploring. This would provide clarity of structure, roles and responsibilities, accountability, membership recruitment and, efficient decision-making.</p>

STRENGTHS	CHALLENGES and OPPORTUNITIES
	<ul style="list-style-type: none"><li>▪ There is limited understanding of the roles and responsibilities of the various Committee members, specifically the role of the Chair and Vice-Chair, with some participants suggesting member onboarding, orientation and training as something worth introducing to Committee practices along with exploring the integration of 'advisor' roles; non-voting members who provide advice to voting members.</li><li>▪ There is limited understanding of City administration's role and authority within the Committee and, why three City representatives are assigned to the Committee.</li><li>▪ There is a lack of clarity on how the Chair position is selected, with some participants noting that this seemed to be an appointed position and recently a shift was being made to an election process. <p>It was shared that attention is needed regarding the required strengths and skill set of an effective Chair to help identify potential candidates and support efficient and effective Committee operations.</p></li><li>▪ Some participants indicated a lack of alignment between the membership identified in the Committee's governing bylaw and its current membership.</li><li>▪ There is a lack of clarity around how people become and remain members of the Committee, with some participants noting that they believe most members are appointed without any idea of who makes this decision. <p>It was shared that when considering members for the Committee some relationship to or understanding of the military and its needs would be</p></li></ul>

STRENGTHS	CHALLENGES and OPPORTUNITIES
	<p>beneficial to help the Committee achieve its mandate.</p> <ul style="list-style-type: none"><li data-bbox="831 352 1440 457">▪ There is limited understanding as to which members have voting rights, which do not, and why.</li><li data-bbox="831 478 1440 758">▪ Some participants are aware of the financial contributions provided to the Committee by member municipalities. It was noted that there is a lack of clarity regarding how this contribution impacts their decision-making authority (i.e. voting or non-voting) as a member of the Committee.</li><li data-bbox="831 779 1440 1058">▪ There is limited understanding of how members are recruited to the Committee, with some participants noting that they were invited by a member of the Committee or City administration to attend a Committee meeting and then, if interested, invited to join the Committee.</li></ul>

## Committee Operations

(meetings, procedures, events and delegations)

STRENGTHS	CHALLENGES and OPPORTUNITIES
<ul style="list-style-type: none"> <li>▪ The majority of interview and survey participants shared that the Committee events and delegations are well run and organized thanks to the expertise, hard work and experience of City administration.</li> <li>▪ Most participants indicated that monthly meetings are sufficient.</li> <li>▪ Most participants shared that support from City administration is working well to produce agendas and meeting minutes.</li> <li>▪ Some participants shared that they appreciate the support from City administration regarding meeting rules of order, as it helps the Chair run the meeting.</li> <li>▪ Most participants noted that the content shared at the meetings is informative.</li> <li>▪ Some participants shared that the long-term Committee members and administrative support provide important contextual knowledge at the meetings.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Some participants shared that they do not understand of who is involved in coordinating and who is invited to Committee-supported events, delegations and activities.</li> <li>▪ Many participants indicated that meetings have recently gone off track and over their allotted time with some interview and survey respondents indicating a need for the Chair to have a better knowledge of the committee bylaw, meeting procedures bylaw, and Robert's Rules of Order to support an efficient meeting process.</li> <li>▪ Agenda development is primarily handled by City administration accompanied by information (e.g., a script) provided to the Chair to support management of the meeting.</li> <li>▪ There is a lack of clarity on the purpose of some meetings with some participants indicating that the meetings are more of a social gathering and/or receiving a status update versus decision-making.  Some participants shared that a clear meeting purpose would demonstrate respect for the time of volunteer Committee members and may help to reduce the required frequency and/or length of meetings.</li> <li>▪ The roundtable discussion during meetings can sometimes include information that is not relevant to the Committee and its mandate. Some participants shared that there is an opportunity to restructure this portion of the agenda to increase its</li> </ul>

STRENGTHS	CHALLENGES and OPPORTUNITIES
	<p>relevance and make the most of the volunteer members' time.</p> <ul style="list-style-type: none"> <li>▪ Planning for meetings does not include communication between City administration and the Chair and Vice Chair, with some members noting that there seems to be confusion and disagreement between City administration and the Chair and/or Vice Chair during meetings.</li> <li>▪ Some participants shared that a few meetings included disrespectful interactions, and suggested that clarifying and communicating expected behaviors would be beneficial for the group as a whole. It was also noted that there is limited understanding about how a member might bring awareness to and/or address inappropriate behaviors and actions amongst Committee members. A process, including who would receive this information, would be helpful to support accountability.</li> <li>▪ Meeting minutes are often circulated a few days in advance of the next meeting with some containing errors. Some participants noted that this timing and potential misinformation makes it difficult to follow up on required action in a timely and effective manner.</li> <li>▪ There is lack of clarity on what items come to the Committee for decision. It was shared that information related to items coming to the Committee for decision are provided during the meeting. This means members do not have a chance to preview the information related to the decision in advance to help them determine their position on the respective item.</li> </ul>

STRENGTHS	CHALLENGES and OPPORTUNITIES
	<ul style="list-style-type: none"><li data-bbox="833 268 1422 405">▪ Some participants shared perceptions of 'conflict of interest' involving City administration and the Committee's City Council representative.</li></ul> <p data-bbox="878 426 1422 705">It was noted that the Military Liaison and Protocol Officer is the board chair for the Military Family Resource Centre which receives funding from Edmonton Salutes. As such, the Military Liaison and Protocol Officer has involvement in deciding on the distribution of these funds.</p> <p data-bbox="878 726 1422 1005">It was also noted that the City Councillor appears to bring forward items to the Committee for endorsement for which he would receive benefit from the item being endorsed or approved. It was shared that clarity in how to address possible conflict of interest would be beneficial.</p>

## Strategic Planning and Budgeting

STRENGTHS	CHALLENGES and OPPORTUNITIES
<ul style="list-style-type: none"> <li>▪ Some participants shared that an ongoing list of annual projects supports planning and budget forecasting.</li> <li>▪ Some participants noted that the project sub-committee's review of incoming support requests helps streamline Committee member review and consideration of the related requests.</li> <li>▪ The Edmonton Salutes Committee budget is understood to be a component of the overall military support budget for the City.</li> <li>▪ Some participants shared that they believe the City demonstrates a responsible approach to managing Committee funds.</li> <li>▪ Some participants noted that the financial support received from neighbouring municipalities helps enhance the Committee's efforts.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The majority of Committee members are unaware of any strategic planning exercise taking place that includes Committee members.</li> </ul> <p>Some interview and survey participants indicated that they believed planning and budgeting is handled by the Chair, Vice Chair and City administration.</p> <p>Most participants shared a desire to take part in an annual facilitated planning session that explores and/or reviews the Committee's mandate, role, goals and ensure identified priority activities align with the group's mandate and achieving its vision.</p> <ul style="list-style-type: none"> <li>▪ There is a lack of clarity regarding the authority the Committee has related to the dollars allocated to them.</li> <li>▪ Most participants noted that they have never seen a budget for the Committee. This makes it difficult to make informed decisions about how best to use public dollars to support funding requests because they do not know how their decision will impact the overall budget for the group. This could be alleviated by providing the full budget to the Committee to support their decision-making.</li> <li>▪ Some participants indicated that there are times when the Committee is informed that they have 'left-over' funds, however, it is unclear how decisions are made regarding how these funds are allocated.</li> <li>▪ Some participants shared that a good plan would help them enhance the Committee's impact and inform the group's budget.</li> </ul>

## Committee Collaboration

STRENGTHS	CHALLENGES and OPPORTUNITIES
<ul style="list-style-type: none"> <li>▪ There is a general view that all the members contribute to the Committee because they believe strongly in and are passionate about supporting military personnel and their families.</li> <li>▪ Members agree that the military has a positive economic benefit to the City and the region.</li> <li>▪ Most participants believe that Committee members have a positive attitude about the Committee and its mandate, and that relationships are friendly and collegial.</li> <li>▪ Some participants acknowledge that the regional municipalities all work well together and seem to put aside any political issues that may exist.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Interview and survey participants identified that shared understanding of roles and decision-making processes would enhance Committee relationships.</li> <li>▪ Many participants acknowledge tensions between City administration and the Committee's City Council representative, and that this tension is impacting the Committee's effectiveness. Some suggested better meeting processes and clarity regarding the roles, responsibilities and accountability of City Administration and the Committee's City Council representative would be beneficial.</li> <li>▪ Some participants shared that inconsistent attendance by some members, including sending an alternate in their place, makes it challenging to achieve knowledge continuity.</li> <li>▪ Some participants noted that the size of the Committee can make it challenging to develop relationships. It was shared that the use of sub-committees might help address this by providing an opportunity for members to work on specific things in smaller groups.</li> </ul>

## Governance Review Priorities

Interview and survey participants were invited to share what they believe to be three priority areas that require attention to help the Committee achieve its mandate over the next five years and why.

Participants agreed that the Committee is important, and they want to see it continue. They shared that to support the group's success the following requires attention:

- Better understanding and implementation of meeting processes to support effective Committee operations;
- Bylaw and mandate review to support shared understanding amongst Committee members of the group's relationship with and accountability to the City of Edmonton;
- Committee structure to achieve clarity regarding membership, roles, responsibilities and member expectations;
- Enhanced presence in the community to increase awareness of the Committee and its mandate; and
- Increased participation amongst Committee members to help enhance and advance the Committee's activities.
- Strategic planning, annual priority setting, and budgeting involving the entire Committee to support cohesion and shared understanding of the group's chosen direction;

## Next Steps

In sharing this report, Strategic Steps will:

1. Invite any commentary or clarification from the City's project team regarding the interview and survey summary.
2. Integrate the summary report into our research and initiate development of our Governance Review report and recommendations.

### Appendix 3 – Interviewee List

The following individuals participated in the interview portion of this review. Their contributions are significant and vital.

#### Telephone or Video Interview Participants:

- Ziad Aboultaif, MP Edmonton Manning
- Wes Brodhead, Councillor, City of St. Albert
- Kaetlyn Corbould, Project Coordinator, City of Edmonton
- Grant Cree, Photojournalist, Veritas Studios
- Dan Derouin, Councillor, Sturgeon County
- Richard (Rick) Dumas, Veteran Community Member
- Jon Dziadyk – Councillor, City of Edmonton
- Nicole Goehring, Community Member
- Fred Malott, Councillor, Town of Legal
- Marvin Neumann, Sr. Director Real Estate Canada Lands Company, UDI Rep
- Roza Parlin, Executive Director, Military Family Resource Centre (MFRC)
- Tammy Pidner, Community Member
- Sol Rolingher, Honorary Lt. Colonel
- Mac Torrie, Edmonton Legion Member
- Alexander Tsang, President, Edmonton United Services Institute
- Judy Wilson, Senior Protocol Officer, City of Edmonton

#### Survey Participants:

- Scott Arndt, Enbridge Director, Control entre Operations
- Katie Berghofer, Councillor, Strathcona County
- Lacey Laing, Councillor, Town of Bon Accord
- Steve Maybee, VP Operations, Edmonton International Airport
- Linda Shaw, Business Representative
- Mel Smith, Mayor, Town of Redwater
- Don Stewart, Military Representative