

## CITY OF VAUGHAN

### EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 27, 2017

Item 6, Report No. 7, of the Finance, Administration and Audit Committee, which was adopted without amendment by the Council of the City of Vaughan on June 27, 2017.

#### **6                      UPDATE ON LEADERSHIP ALIGNMENT – POLICY REVIEW**

The Finance, Administration and Audit Committee recommends:

- 1) That the recommendation contained in the following report of the City Clerk and the City Manager, dated June 19, 2017, be approved; and
- 2) That Communication C6 presentation material entitled, “*Update on Leadership Alignment-Policy Review*”, be received.

#### **Recommendation**

The City Clerk and the City Manager recommend:

1. That the following report be received by Council for information.

#### **Contribution to Sustainability**

A strong policy framework contributes to accountability, transparency and effective governance by clearly defining the City’s governance practices and ensuring that policies will be made transparent to the public.

#### **Economic Impact**

This initiative is funded from capital program SE-0082-16 Leadership Alignment (Transformation & Strategy Office) to *develop and implement a leadership alignment process that aligns people, process and technology to foster a culture of service excellence*. This funding will be used for a Policy Coordinator (one-year contract). Through the 2018 budget process, the requirement for a permanent Policy Coordinator position to support consistency in the development and review of corporate policies will be considered.

#### **Communications Plan**

Updates related to this initiative will be posted on [Vaughan.ca/serviceexcellence](http://Vaughan.ca/serviceexcellence).

As part of the comprehensive policy review described in this report, all Council approved policies will be made public through an open and transparent Policy Manual on the City’s website.

As policies are reviewed and updated, a stakeholder analysis will be carried out and any affected internal departments or external interests will be informed and engaged.

#### **Purpose**

The purpose of this report is to update Council on the comprehensive corporate policy review being undertaken in support of the Leadership Alignment Strategic Initiative.

The Council approved Term of Council Service Excellence Strategy Map (2014-2018) includes the Term of Council Priority “*Continue to advance a culture of excellence in governance*” and the Service Excellence Strategic Initiative “*Leadership Alignment – develop and implement a leadership alignment process that aligns people, process and technology to foster a culture of service excellence.*”

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#### Item 6, Finance Report No. 7 – Page 2

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The Leadership Alignment Service Excellence Strategic Initiative will carry out a comprehensive policy review from 2017-2018 to strengthen Vaughan's policy development approach and ensure all policies are up to date and consistent.

#### **Background - Analysis and Options**

***The Policy Committee, consisting of members of the Corporate Management Team, has been established to review the policy making process, governance and standardization, and to make recommendations to Council.***

The Policy Committee was formed in 2016 to conduct a review of the policy making process, governance, and standardization, and to consider new and updated corporate and operational policies.

Over the course of the review and as policies are updated, the Policy Committee will bring forward recommended changes to Council for approval.

***An initial assessment of Vaughan's policy development resources, practices and procedures ("policy capacity") found that, although Vaughan has many of the necessary tools in place, there are improvements needed to strengthen accountability, transparency and empowerment through the policy process.***

The city currently has 148 corporate policies across 22 departments. The Policy Committee assessed Vaughan's policy capacity – the nature and quality of the tools used to develop, implement, and review policies. The assessment scanned other municipalities and made recommendations for Vaughan to improve its approach.

Although Vaughan has a number of policy capacity tools in place there are deficiencies with each:

- The Policy Template requires substantial revision. Currently, the template consists of only a header and a footer with administrative details. As a result, policies are inconsistent in format and detail.
- The Policy on Corporate Policy Development (AD-016) requires substantial revision. Currently, it does not define clear roles and responsibilities, does not include a provision for regular policy review, and lacks detail to guide consistent policy development.
- The Policy Manual is structured according to outdated department names and is not available publicly.
- Vaughan does not currently have dedicated policy resource(s) such as a Policy Coordinator to ensure consistency in the development and review of corporate policies.

As a result of these deficiencies, the quality of existing policies is low and regular Policy Reviews are not taking place. Many of the city's policies are in need of revision, both in terms of format and content. The most recent policy review was conducted in 2012 and focused on repealing outdated policies. Best practices suggest policies should be reviewed every 5 to 7 years, making it an optimal time to conduct a policy review.

## CITY OF VAUGHAN

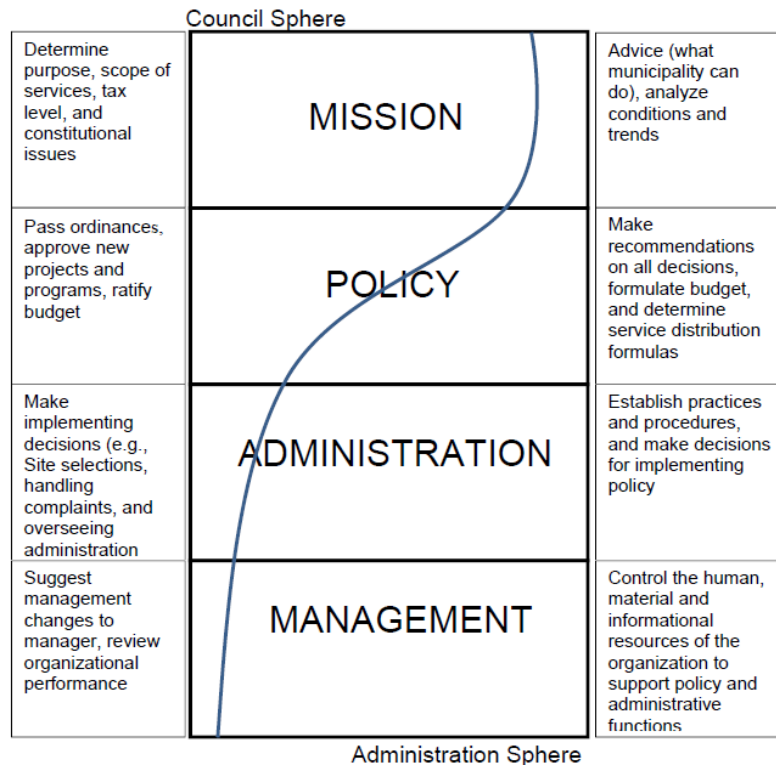
### EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 27, 2017

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***The assessment also identified a need to distinguish between governance tools – between Council policies and Administrative policies, and between policies and procedures.***

Policies are fundamental tools of municipal governance that facilitate consistent decision-making. Both Council and city administration (staff) require policies to help make decisions. However, Council and administrative policies differ in their function and approval authority. Council as a whole provides direction to staff, and it is the role of staff to implement Council's decisions and establish administrative policies, practices and procedures accordingly.

**Figure 1: Council and Administrative Spheres of Authority**



Svara, James H. "Dichotomy and Duality: Reconceptualizing the Relationship between Policy and Administration in Council-Manager Cities." *Public Administration Review* 45.1 (1985): Corporate ResourceNet. Web. 4 June 2015

Figure 1 illustrates the concept of spheres of authority within a municipality, where Council and administration have different roles depending on the type of decision.

*Council policies* set overall direction for administrative staff and are used to set standards of performance, define a city position on a public issue, have an external focus on the community, or are required by provincial legislation. Due to the higher level and often external orientation of these policies, they must be approved by Council.

*Administrative policies* direct staff by setting operational duties and expectations and guiding the administration's decision-making processes. Unlike Council policies, administrative policies are focused on the internal operations and processes of the municipality, and as a result it is appropriate that the City Manager has authority approval. Depending on the policy, this authority may be delegated by the City Manager to another senior administrator.

## CITY OF VAUGHAN

### **EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 27, 2017**

#### **Item 6, Finance Report No. 7 – Page 4**

Currently, all 148 policies at The City of Vaughan require approval of Council. Many policies either include a procedure as part of the policy or use the procedure as the policy itself. To ensure operational performance in delivering services and the Term of Council Priorities, Council policies need to be separated from Administrative policies, and policies need to be separated from procedures.

***A comprehensive policy review will take place from 2017 to 2018 to improve the policy development process, to separate Council policies from Administrative policies, and to ensure policies reflect current practices.***

Staff will return to Council in Q3 2017 to recommend an updated *Policy on Corporate Policy Development* (AD-016) and revised policy template. Staff will also recommend that Council apply the definitions contained within the updated *Policy on Corporate Policy Development* to separate Council policies from Administrative policies.

From Q4 2017 – Q2 2018, staff will carry out a comprehensive review of both Council policies and Administrative policies according to a schedule which will prioritize those that require the most significant revision. As Council policies are reviewed, staff will bring forward recommendations to Council as required. Updated policies will be made public on an open and transparent Policy Manual on the city's website.

#### **Relationship to Term of Council Service Excellence Strategy Map (2014-2018)**

This initiative supports the Term of Council Priority “*Continue to advance a culture of excellence in governance,*” and the Service Excellence Strategic Initiative “*Leadership Alignment – develop and implement a leadership alignment process that aligns people, process and technology to foster a culture of service excellence.*”

Improving the city's policies and policy processes through the Policy Review will strengthen accountability, transparency and empowerment through the policy process.

#### **Regional Implications**

N/A

#### **Conclusion**

Policies are a valuable tool of municipal governance that facilitate consistent decision-making. Although Vaughan has many of the necessary policy development tools in place, there are improvements needed to strengthen accountability, transparency and empowerment through the policy process.

The Leadership Alignment Service Excellence Strategic Initiative will carry out a comprehensive policy review from 2017-2018 to strengthen Vaughan's policy development approach and ensure all policies are up to date and consistent.

#### **Attachments**

None

#### **Report prepared by:**

Gareth Savage,  
Municipal Management Intern

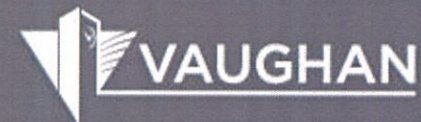
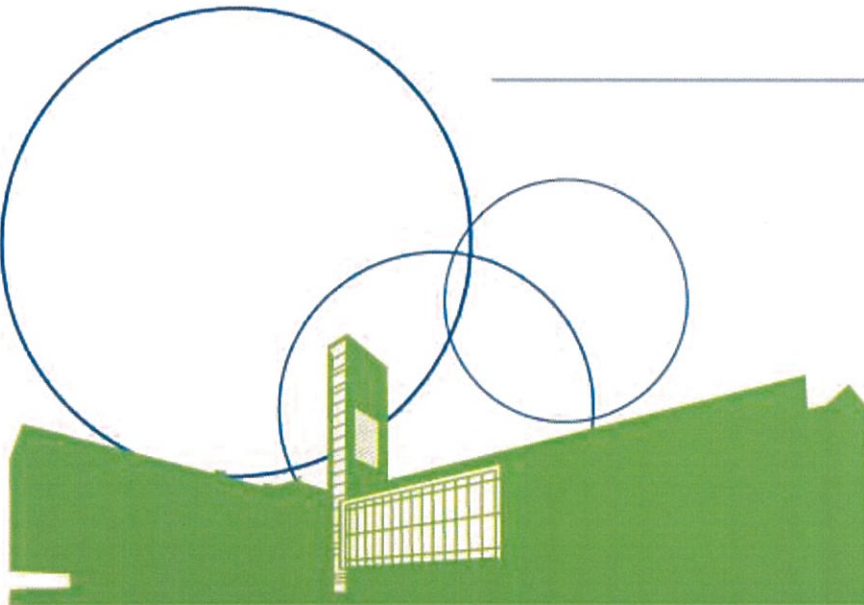
Leah Zilnik  
Director, Transformation & Strategy

# Update on Leadership Alignment – Policy Review

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Finance, Administration and Audit  
Committee

June 19, 2017



# Overview

- Outline the role of the Policy Committee
- Provide context for Policy Capacity Review
- Discuss municipal governance tools – Council vs. Administrative Policies
- Overview of Policy Review Workplan and Next Steps.



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# Policy Committee

- Established in early 2017
- Co-chairs: City Manager and City Clerk
- Comprised of CMT Members
- Mandate: To improve the City's policy-making process, governance, and standardization.



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# Policy Capacity Review

- City has 148 corporate policies across 22 departments
- Last policy review in 2012 repealed unused policies
- Best practice to review policies every 5-7 years
- Opportunity to review broader policy development resources and processes





# Why Does Policy Matter?

## Governance

- Policies are instruments of governance

## Administration

- Policies facilitate consistent decisions

## Policy

## Accountability

- Policies outline expectations, responsibilities

## Transparency

- Policies are public statements of intent

## Term of Council Service Excellence Strategy Map (2014-2018)



### TERM OF COUNCIL PRIORITIES

- ☐ Improve municipal road network
- ☐ Continue to develop transit, cycling and pedestrian options to get around the City
- ☐ Facilitate the development of the VMC
- ☐ Support the development of the hospital
- ☐ Re-establish the urban tree canopy
- ☐ Invest, renew and manage infrastructure and assets
- ☐ Continue to ensure the safety and well-being of citizens
- ☐ Meet Council tax rate targets (no greater than 3%)
- ☐ Update the Official Plan and supporting studies
- ☐ Attract investment and create jobs
- ☐ Create and manage affordable housing options (secondary suites)
- ☐ Continue to cultivate an environmentally sustainable city
- ☐ Support and promote arts, culture, heritage and sports in the community
- ☒ Continue to advance a culture of excellence in governance
- ☐ Establish a lobbyist registry
- ☐ Enhance civic pride through a consistent city-wide approach to citizen engagement

### SERVICE EXCELLENCE STRATEGIC INITIATIVES

CITIZEN EXPERIENCE			
<b>Citizen Experience and Service Delivery</b>		<b>End-to-End Citizen-Centred Services</b>	
Citizens Engaged in Decision Making <ul style="list-style-type: none"><li>• Develop a meaningful and inclusive citizen engagement framework</li></ul>	Consistent Service Delivery <ul style="list-style-type: none"><li>• Improve the use of tools and resources</li><li>• Develop service level standards to enhance satisfaction through consistent service experience</li></ul>	Improvement Through Technology <ul style="list-style-type: none"><li>• Develop and implement a digital service strategy that defines how the City will deliver services through multiple channels (phone, web, mobile)</li></ul>	
OPERATIONAL PERFORMANCE			
<b>Service Delivery Options</b>		<b>Financial Sustainability</b>	
Effective Service Delivery <ul style="list-style-type: none"><li>• Review service delivery options and shared services to match resources to the desired level of service</li></ul>	Continuous Improvement <ul style="list-style-type: none"><li>• Implement continuous improvement initiatives to improve our service and business processes</li></ul>	Sustainable Fiscal Framework <ul style="list-style-type: none"><li>• Create a Financial Master Plan to ensure sustainable fiscal policies and management of assets</li></ul>	Demonstrate Value for Money <ul style="list-style-type: none"><li>• Continue to refine our performance measures and benchmark for service delivery</li></ul>
STAFF ENGAGEMENT			
<b>Employee Engagement</b>		<b>Corporate Governance and Accountability Framework</b>	
Invest in Our People <ul style="list-style-type: none"><li>• Establish a People Plan to support employees through change:<ul style="list-style-type: none"><li>• Succession plan</li><li>• Learning and development</li><li>• Workforce planning and talent management</li></ul></li></ul>	Communication Strategy <ul style="list-style-type: none"><li>• Develop communications to frame the journey of service excellence and transformation</li></ul>	Leadership Alignment <ul style="list-style-type: none"><li>• Develop and implement a leadership alignment process that aligns people, process and technology to foster a culture of service excellence</li></ul>	Governance and Accountability <ul style="list-style-type: none"><li>• Review the organizational structure with defined roles and responsibilities to ensure it is positioned to deliver on Council priorities</li><li>• Develop an Enterprise Risk Management Framework to better support governance and accountability</li></ul>

### DEPARTMENTAL BUSINESS PLANS



# Current State/Identified Gaps

## Policy Template

- Only header and footer
- New template should include requires sections

## Policy on Policy Development

- More detail for consistency
- Roles and responsibilities, policy review mechanism

## Policy Capacity Resources

## Policy Manual

- Organized by outdated department names
- Simplify categories

## Policy Staff

- Can be valuable resources throughout policy development and review





# Policy Capacity and Governance

- Policy capacity is one dimension of governance capacity
- Municipal governance instruments: by-laws, policies, and procedures
- Each has a different purpose, function, and format
- Governance instruments must be well-defined to work effectively in concert



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# Municipal Governance Instruments

<b>By-law</b> <i>Council Approval</i>	<ul style="list-style-type: none"><li>• Legislation that applies to all persons</li><li>• Directly influences public behavior</li><li>• Strong enforcement mechanism</li></ul>
<b>Council Policy</b> <i>Council Approval</i>	<ul style="list-style-type: none"><li>• Sets direction and standards for administration</li><li>• Defines City position on an issue</li><li>• External focus</li></ul>
<b>Admin. Policy</b> <i>City Manager Approval</i>	<ul style="list-style-type: none"><li>• Directs staff in making consistent decisions</li><li>• Sets operational duties and expectations</li><li>• Internal focus</li></ul>
<b>Procedure</b> <i>City Manager Approval</i>	<ul style="list-style-type: none"><li>• Step-by-step guidance on implementation of an administrative policy</li></ul>





# Council/Administrative Spheres of Authority

Council Sphere		
Determine purpose, scope of services, tax level, and constitutional issues	MISSION	Advice (what municipality can do), analyze conditions and trends
Pass ordinances, approve new projects and programs, ratify budget	POLICY	Make recommendations on all decisions, formulate budget, and determine service distribution formulas
Make implementing decisions (e.g., Site selections, handling complaints, and overseeing administration	ADMINISTRATION	Establish practices and procedures, and make decisions for implementing policy
Suggest management changes to manager, review organizational performance	MANAGEMENT	Control the human, material and informational resources of the organization to support policy and administrative functions
Administration Sphere		

**Traditional model:** distinct spheres of authorities between Council and administration

- Municipalities have evolved; professionalization of administration

**Modern model:** complementary spheres of authority (left)

- Demands for efficient governance require agile decision-making

Svara, James H. "Dichotomy and Duality: Reconceptualizing the Relationship between Policy and Administration in Council-Manager Cities." *Public Administration Review* 45.1 (1985): Corporate ResourceNet. Web. 4 June 2015



# Comprehensive Policy Review Work Plan

## 1. Revise policy template

- Required sections should be added to increase consistency

## 2. Update Policy on Corporate Policy Development

- Roles and responsibilities, policy review provision, more detail

## 3. Conduct policy review

- Last review in 2012, but did not focus on formatting or consistency

## 4. Separate policies and procedures

- Separation reflects their different purposes, functions, and approval





# Policy Review Work Plan

## 5. Separate Council policies from administrative policies

- Identify which policies need Council approval vs. administrative

## 6. Bring forward recommended changes to Council policies.

- As Council policies are reviewed, staff will bring forward recommendations to Council as required.

## 7. Restructure policy manual and publish policy manual for public access

- Generic categories are easier to navigate, endure through re-organization
- Online access promotes transparency and accountability



# Questions and Discussion



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**UPDATE ON LEADERSHIP ALIGNMENT – POLICY REVIEW**

**Recommendation**

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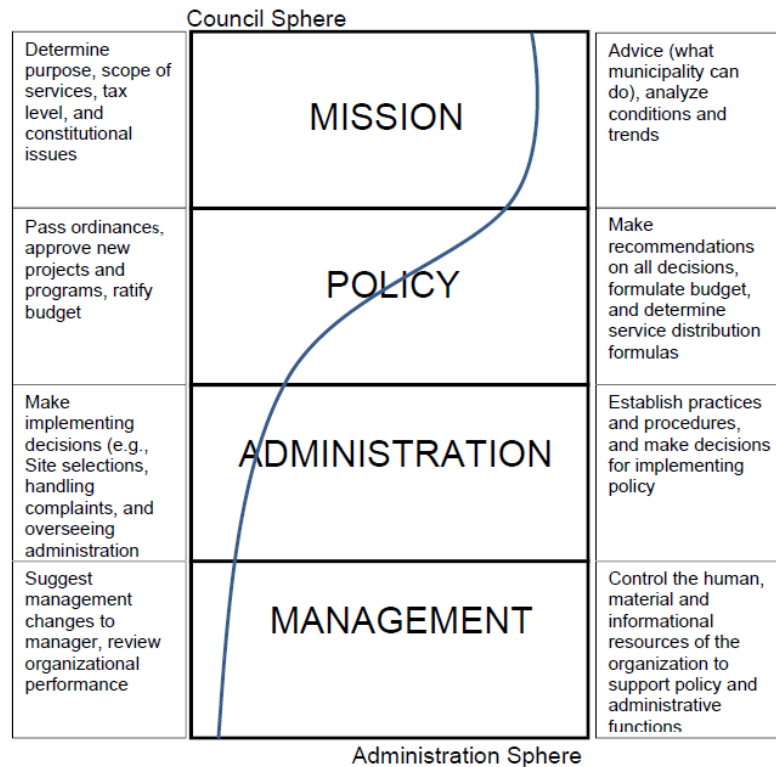
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### **Attachments**

None

### **Report prepared by:**

Gareth Savage,  
Municipal Management Intern

Leah Zilnik  
Director, Transformation & Strategy

Respectfully submitted,

Barbara A. McEwan  
City Clerk

Daniel Kostopoulos  
City Manager