Red Deer County

GOVERNANCE MODEL

Developed based on the models, writings and teachings of Dr. Gordon McIntosh

Approved by Red Deer County Council April 23, 2024

CONTENTS

CORE GOVERNMENT FUNCTIONS

Understanding how Council and Administration work together is the fundamental core of our governance model. Below are some of the basic principles and simplified understandings of how roles and responsibilities are looked at in our municipality.

GOVERNANCE

Political aspects that involve elected officials

COUNCIL
- Gives direction
- Makes policy decisions
- Represents the public interest

MAYOR
- Representations on behalf of Red Deer County
- Facilitates Council/ Administrative interface
- Chairs Council Meetings

POLITICAL REALM

STRATEGIC DIRECTION
- Vision for the future
- Organizational Mission
- Shared Values
- Long Term Goals
- Objectives

POLICY CHOICES
- Legislative compliance
- Budget allocations
- Policy Decisions
- Contract commitments
- Short term priorities

ADMINISTRATIVE REALM

SYSTEMS COORDINATION
- Personnel practices
- Information systems
- Financial accountability
- Resource deployment
- Public communication

SERVICE DELIVERY
- Action plans
- Production systems
- Resource schedules
- Delivery strategies
- Service assessment

THE ORGANIZATION

The administration including management and staff
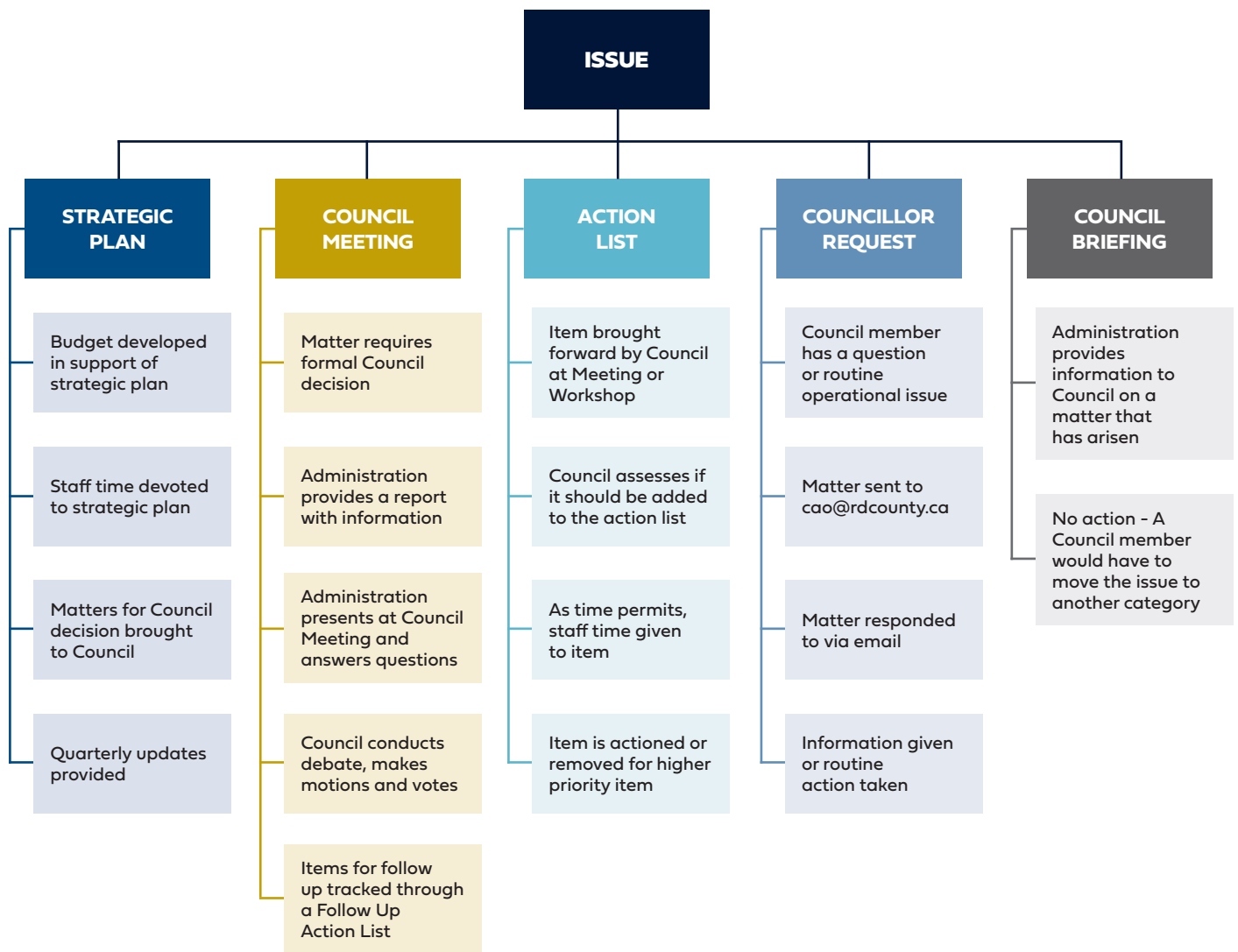
ADMINISTRATION
- Implements decisions
- Develop decision making advice
- Provide technical knowledge

CHIEF ADMINISTRATIVE OFFICER
- Coordinate services and systems
- Manage human and financial resources
- Facilitate Administrative/ Council interface

HOW ISSUES ARE ADDRESSED

In our Governance Model issues can be handled through the following methods:

ISSUE

STRATEGIC PLAN	COUNCIL MEETING	ACTION LIST	COUNCILLOR REQUEST	COUNCIL BRIEFING
Budget developed in support of strategic plan	Matter requires formal Council decision	Item brought forward by Council at Meeting or Workshop	Council member has a question or routine operational issue	Administration provides information to Council on a matter that has arisen
Staff time devoted to strategic plan	Administration provides a report with information	Council assesses if it should be added to the action list	Matter sent to cao@rdcounty.ca	No action - A Council member would have to move the issue to another category
Matters for Council decision brought to Council	Administration presents at Council Meeting and answers questions	As time permits, staff time given to item	Matter responded to via email	
Quarterly updates provided	Council conducts debate, makes motions and votes	Item is actioned or removed for higher priority item	Information given or routine action taken	
	Items for follow up tracked through a Follow Up Action List			

COUNCIL MEETING FORMATS

COUNCIL MEETING TYPES AND PURPOSES

MEETING TYPE	BUSINESS MEETING (Regular, Special or Organization Meeting)	CLOSED SESSION	GOVERNANCE & PRIORITIES COMMITTEE
KEY PURPOSE	• Debate • Decision	• Matters protected under FOIP Act	• Conversation • Connection • Coaching
AUTHORITY	• Municipal Government Act • Meeting Procedures Bylaw	• Municipal Government Act • Freedom of Information and Protection of Privacy Act • Meeting Procedures Bylaw	• Committees Bylaw
PURPOSE	• To make decision publicly	• To receive information and conduct debate protected under the MGA and FOIP	• To provide a space for Council to conduct more informal discussion, gather information, explore options • Meet informally with community partners • Undertake training
DECISION MAKING	• Resolutions • Bylaw	• No decisions can be made in a closed session	• Decisions cannot be made. Direction can be given for more information to be provided or that an item is ready for a Council Meeting

COUNCIL MEETINGS

PURPOSE

FORMAL DECISION MAKING

- Through resolutions and bylaws
- Administrations opportunity to provide information and recommendations
- Council determines adequacy of information

AGENDA CREATION

CAO is responsible for agenda creation submitted to the Agenda Committee to confirm schedule and order of the agenda.

DECISION MAKING

The decisions Council can make include:

- Accept for information (No debate - Can be done by consent without a resolution)
- Make a decision – yes or no
- Refer the item – more information required (Items can be referred to administration or committee)
- Defer the item – need more time to ensure there's a good debate
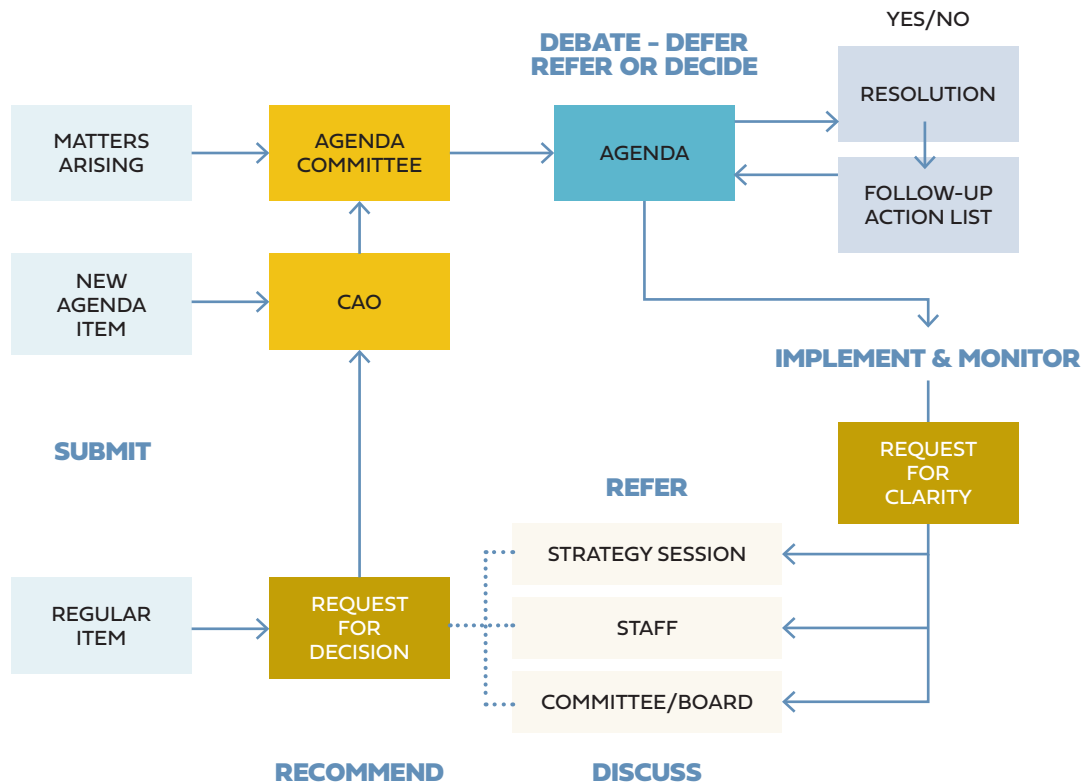
From Dr. Gordon McIntosh, Decision-Making: Leadership Insights

REQUEST FOR DECISION

Reports prepared by administration to provide Council with the information that they need to make a decision. They should include:

▪ Title

▪ Recommendation – What, when, who, how

▪ Facts – studies (may include attachments), previous actions, status

▪ Key Issue – Define topic, reference background material and state question to be answered

▪ Implications/ Consequences

  - Policy/ Legislative – MGA or other legislation, bylaw, policy

  - Financial – cost, current, budget, future budget, ongoing

▪ Desired Outcomes – Key results & benefits

▪ Options – Should aim for three options including pros and cons

▪ Work Program – availability of staff time, expertise

▪ Strategic – Alignment with corporate and/ or community plan

▪ Communication – public awareness, input and/or feedback

▪ Other

▪ Reviewed By - name and title of staff member who reviewed the report

PRINCIPLE OF INFORMED AGREEMENT

The principle of informed agreement ensures that Council had adequate information to make a decision and ensure a good debate was held that allowed all points of view to be heard. By having informed agreement it should be easier for members of Council to support the implementation of a decision even though they didn't vote for it because they understand the information and why other members of Council voted a different way.

How the Principle of Informed Agreement is Supported

• Members of Council support the principle of informed agreement by

  - Ensuring they have the information that they need to make a decision

    ▪ Refer means more information is needed. Council must be able to define exactly what new information is needed.

    ▪ Defer means a delay of decision (e.g. I have the information I am just not ready at this moment to make a decision or don't feel that Council has the time to hold a sufficient debate). Deferring should not be used to unnecessairly stall decision making thereby negatively impacting efficiency.

• Administration supports the principle of informed agreement by providing well written reports that have been reviewed by Senior Leadership and assessing which items require a Governance & Priorities Committee before going to a Council Meeting

Council and Administration must work together to balance the principle of informed agreement with other principles of good government such as timely decision making. Not every matter for Council decision will go to a Governance & Priorities Committee, have public consultation, etc.

COUNCIL MEETING CHECK INS

Quarterly, or at the request of the Mayor, Council should check in with each other regarding the conduct of meetings. They should be asking and sharing their thoughts abouts

▪ Adequacy of information being provided
▪ Was everyone heard?
  - Was there a lot of repetition?
  - Did everyone get a chance to speak?
▪ How did staff treat Council?
  - What was the tone of responses from Administration?
▪ How did Council treat staff?
  - Did Council focus on the Request for Decision and not the people presenting?

Check ins will be held at Governance & Priorities Committee Meetings as this is a matter for discussion and no decision is required.

FOLLOW UP ACTION LIST

▪ A list of items from Council Meetings that require follow up
▪ Provided by Administration to Council quarterly
  - Items can only be changed or removed by Council as their action resulted in the item being added to the list
▪ The focus of the Follow Up Action List will be Red Deer County's role (e.g. if a matter is being worked on with Alberta Transportation we don't track waiting on Alberta Transportation, we track our communication with Alberta Transportation)
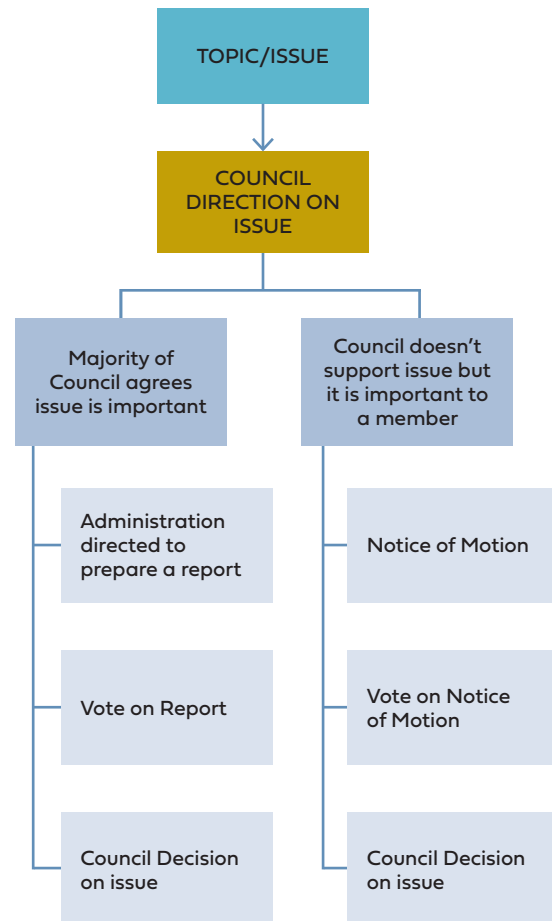
FOLLOW UP ACTION LIST – SAMPLE FORMAT

COUNCIL MEETING DATE	FOLLOW UP REQUIRED	NOTES	RESPONSIBLE	DEADLINE

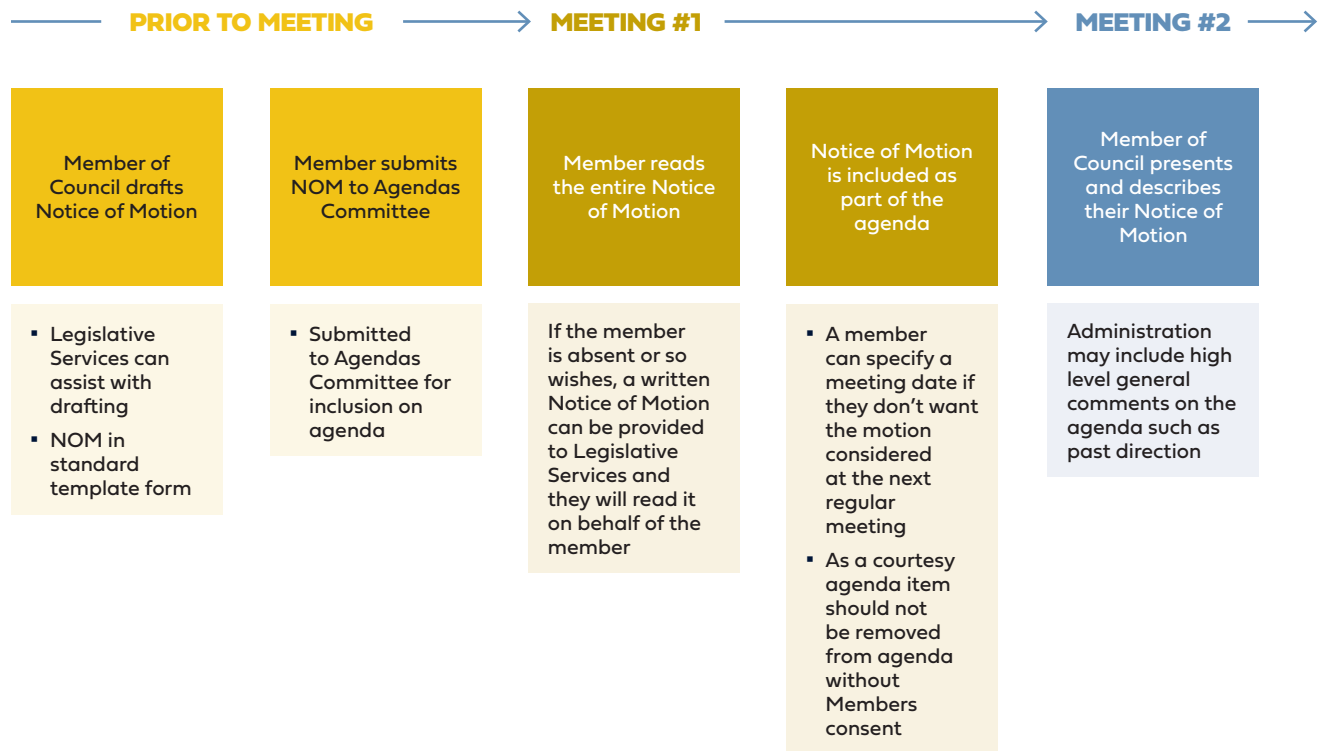## HOW DO MEMBERS OF COUNCIL GET ACTION ON A MATTER?

Council operates by majority. This can make it difficult for an individual member of Council to get a matter addressed as it may not be of enough importance to make it into the Strategic Plan or into an Administrative report.

The typical process for how items are actioned is:

```
                    ┌─────────────────┐
                    │   TOPIC/ISSUE   │
                    └────────┬────────┘
                             │
                    ┌────────▼────────┐
                    │     COUNCIL     │
                    │  DIRECTION ON   │
                    │      ISSUE      │
                    └────────┬────────┘
              ┌──────────────┴──────────────┐
    ┌─────────▼─────────┐        ┌──────────▼─────────┐
    │    Majority of    │        │  Council doesn't   │
    │  Council agrees   │        │  support issue but │
    │ issue is important│        │  it is important to│
    │                   │        │     a member       │
    └─────────┬─────────┘        └──────────┬─────────┘
    ┌─────────▼─────────┐        ┌──────────▼─────────┐
    │  Administration   │        │  Notice of Motion  │
    │  directed to      │        │                    │
    │  prepare a report │        │                    │
    └─────────┬─────────┘        └──────────┬─────────┘
    ┌─────────▼─────────┐        ┌──────────▼─────────┐
    │  Vote on Report   │        │  Vote on Notice    │
    │                   │        │  of Motion         │
    └─────────┬─────────┘        └──────────┬─────────┘
    ┌─────────▼─────────┐        ┌──────────▼─────────┐
    │ Council Decision  │        │  Council Decision  │
    │  on issue         │        │  on issue          │
    └───────────────────┘        └────────────────────┘
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NOTICE OF MOTION

A Notice of Motion (NOM) is as the title indicates, is a notice to Council's colleagues, Administration and the public that a Member would like to put forward a motion. A Notice of Motion is introduced at a meeting and considered at the next regular Council Meeting. The purpose of this notice is to ensure that Council and Administration are not caught off guard or ill-prepared to address a matter in alignment with the principle of informed agreement. The process looks as follows:

PRIOR TO MEETING → **MEETING #1** → **MEETING #2** →

Member of Council drafts Notice of Motion	Member submits NOM to Agendas Committee	Member reads the entire Notice of Motion	Notice of Motion is included as part of the agenda	Member of Council presents and describes their Notice of Motion

Member of Council drafts Notice of Motion

- Legislative Services can assist with drafting
- NOM in standard template form

Member submits NOM to Agendas Committee

- Submitted to Agendas Committee for inclusion on agenda

Member reads the entire Notice of Motion

If the member is absent or so wishes, a written Notice of Motion can be provided to Legislative Services and they will read it on behalf of the member

Notice of Motion is included as part of the agenda

- A member can specify a meeting date if they don't want the motion considered at the next regular meeting
- As a courtesy agenda item should not be removed from agenda without Members consent

Member of Council presents and describes their Notice of Motion

Administration may include high level general comments on the agenda such as past direction

DRAFTING
NOTICES OF MOTION

- Legislatives Services can assist with drafting Notices of Motion
- When drafting a Notice of Motion it is important to include relevant background information so your colleagues can understand why you are bringing the matter forward
- Generally, Notices of Motion request Administration to bring forward further information so that Council can make an informed decision on a matter. Making decisions without Administrative input is not recommended as Administration has been hired as Council's technical experts and they should be given the opportunity to perform their responsibilities. This ensure that Council understands background such as financial implications, how the matter may relate to past Council decisions, how Administrations work plans may be impacted, legal implications and much more. Administration does not provide this information at the meeting where the matter is considered because a Notice of Motion is a request of a single member and should not inadvertently become a way for a single member of Council to adjust Administration priorities and workplans.

When working with Notices of Motion, members must be aware of rules for motions related to the previous action of Council. Highlights are as follows:

- **RECONSIDER** – a request to debate and vote on a matter again
  - A motion to reconsider can be made at the meeting where the vote was taken or the next regular meeting
  - Can only be put forward by a member who voted on the prevailing side
  - Member must state the reason for making a motion to reconsider
  - Administration should be asked if any action has been taken that cannot be undone as it is not in order to reconsider a matter that cannot be undone
  - Council debates the reconsideration (should we talk about the matter again – this is not debate on the matter)
  - If the motion to reconsider is carried the original motion is back on the floor exactly as it was before the vote was conducted
  - Council debates the matter again
  - Council votes on the matter again
  - The result of the vote doesn't have to be different
- **RESCIND** – a request to undue a previous action (make it null and void)
  - Brought forward by a Notice of Motion
    - A Notice of Motion relating to an action taken at a previous Council Meeting is different than a regular Notice of Motion because there are additional rules related to rescinding motions that must be addressed. Some of these include
      - The Notice of Motions will express a desire to consider the matter again, if passed a motion to rescind will then be on the floor (the vote on the Notice of Motion does not automatically rescind the original motion)
      - A motion to rescind cannot undo actions that have already been taken and as such, a motion to rescind is not in order if it has been fully executed or action has been taken that cannot be undone

WHEN COUNCIL CONSIDERS THE NOTICE OF MOTION

- The Notice of Motion is introduced by the member (as Administration would for a normal report)
- Council may ask the member questions relating to their Notice of Motion
    - Minimal questions should be directed to Administration as it is the members recommendation, not Administrations
- When questions have concluded, the member will move their motion
- As with any motion Council can then take action such as
    - Amend
    - Refer
    - Defer
- After the motion has been disposed of a motion regarding the same matter can be introduced (e.g. if the motion didn't pass a modified motion on the topic could be introduced)

RELEVANT LEGISLATION

- Municipal Government Act
- Meeting Procedures Bylaw

GOVERNANCE & PRIORITIES COMMITTEE (GPC)

HOW IS THE AGENDA PREPARED?

- Administration prepares a Workshop Schedule
- Agendas Committee will have routine opportunities to review the schedule and provide direction on whether items need to be moved up or delayed based on Council priorities
- Agendas Committee may add emergent items as required

HOW DO YOU GET SOMETHING OUT OF GPC?

- GPC gives Administration direction that they are prepared to make a decision at the next Council Meeting
- A member makes a Notice of Motion at the next regular meeting

WHEN IS THE AGENDA PROVIDED?

As this is not a formal Council Meeting the rules relating to Council Meeting Agendas do not apply. Administration will provide the agenda when it is ready – this may be right up until the start of the meeting based on the information and items coming forward.

RELEVANT LEGISLATION

- Committees Bylaw

STRATEGIC PLAN

The Strategic Plan guides the work of the organization by setting high level priorities and goals for the year and identifying the projects to be looked at next so that priorities and resources are in alignment. The Strategic Plan is update quarterly and notes are provided about progress on each item.

FORMAT OF STRATEGIC PRIORITIES CHART

STRATEGIC PRIORITIES CHART	*Date Developed*
CORPORATE PRIORITIES (Council)	
A list of strategic priorities developed by Council (typically 5) **NOW** **1. BOLD ALL CAPS** **2. BOLD ALL CAPS** **3. BOLD ALL CAPS** **4. BOLD ALL CAPS** **5. BOLD ALL CAPS**	Estimated completion <u>date</u> Estimated completion <u>date</u> Estimated completion <u>date</u> Estimated completion <u>date</u> Estimated completion date
A list of items strategic priorities that are not ready to be advanced at this time or do not take precedent over the NOW <u>items</u> NEXT • ALL CAPS • ALL CAPS • ALL CAPS	*A list of key advocacy initiative or partnerships that are of importance to Council and/or Administration that must be worked on to meet the identified <u>outcomes</u>* *Advocacy/ Partnerships* • *Italic sentence case* • *Italic sentence case* • *Italic sentence case*
OPERATIONAL STRATEGIES (CAO/Staff)	
A list of strategic items developed by the department (typically 3 numbered indicating now and 1-3 with bullets indicating next) **DEPARTMENT NAME** (Team Lead) 1. Item – expected completion 2. 3. • •	1 **DEPARTMENT NAME** (Team Lead) 1. Item – expected completion 2. 3. • •
DEPARTMENT NAME (Team Lead) 1. Item – expected completion 2. 3. • •	**DEPARTMENT NAME** (Team Lead) 1. Item – expected completion 2. 3. • •
DEPARTMENT NAME (Team Lead) 1. Item – expected completion 2. 3. • •	**DEPARTMENT NAME** (Team Lead) 1. Item – expected completion 2. 3. • •
<u>**LEGEND**</u>: **BOLD CAPITALS** = NOW Priorities; CAPITALS = NEXT Priorities; *Italics = Advocacy;* Regular Title Case = Operational Strategies	

Approved by Council: <u>*date*</u>

ACTION LIST

The Action List is a list of items that Council wants Administration to action or provide more information on. Council is cautioned that too big of a list will impede Administrations ability to meet strategic goals and achieve corporate priorities.

It is important to note that the items on the list are:
▪ Not high priorities and therefore don't belong in the Strategic Plan
▪ Do not require large amounts of time, additional funds and comply with corporate policies and service level standards. If they do not a motion in a Council meeting is required
▪ Not routine and therefore don't fall under Councillor Requests
▪ Are not driven by Administration and therefore don't fall under Council Briefings

SAMPLE ACTION LIST FORMAT

ITEMS/ NOTES	SOURCE	WHO (LEAD)	TARGET (STATUS)
Recreation Master Plan Update	April 23 Workshop	Deb	Nov
Proposal	May 12 Council	Jack	Sept
Fire Services Communications	May 23 Workshop	Joe/ Jack	October

COUNCILLOR REQUESTS

Council has the right to ask questions of Administration through the CAO.

Three ways to bring something forward include the following:

TYPE OF COUNCILLOR REQUEST	COUNCILLOR INQUIRY	CONCERN	REQUEST FOR SERVICE
PURPOSE	▪ To gather information ▪ To better understand background or increase knowledge	▪ To action a concern received by the member of Council	▪ To request a standard service that has been missed or there was an unintended issue with a standard service
EXAMPLE	▪ A list of County scholarships available this year ▪ When will Council consider OHV Bylaw amendment	▪ Why have the potholes in a road not been fixed yet ▪ Why isn't my road surface getting upgraded this year	▪ My garbage collection was missed ▪ My road wasn't graded
HOW IT'S SUBMITTED	To CAO cao@rdcounty.ca	To CAO cao@rdcounty.ca	Report a Problem https://reportaproblem.rdcounty.ca/
RESPONSE TIME	5 Days	5 Days	Dependent on service

WHEN A MEMBER DOESN'T AGREE WITH THE RESPONSE

When a member does not agree with a response or result provided through these mechanisms other routes have to be taken to advance the matter. To make a request to change a policy or service level standard the member can:

▪ Add to Action List

▪ Add to Governance & Priorities Committee Agenda

▪ Notice of Motion

If a member of Council does not agree that a standard level of service has been achieved or adequate customer service has been provided, the member can raise the issue with the CAO. After raising an issue with the CAO the investigation and findings will be related to personnel performance and as a result the responsibility for the item will be transferred to the CAO.

Adhering to our routes for action when a Member doesn't agree with a response ensures that Councillor Requests are not being misused as a mechanism for one member of Council to direct the work of Administration, impact Administrative Work Plans, require unauthorized expenses, etc.

COUNTY ENFORCEMENT

It is important to remember that the Freedom of Information and Protection of Privacy Act still applies to Councillor Request. An example of where privacy will impact a Councillor Request is enforcement.

- Enforcement – Information that will be provided
  - Step 1 Validation – Council can be told if a complaint/concern is valid
  - Step 2 Investigation – Council will be told an investigation is occurring but no details of the investigation will be provided
  - Step 3 Enforcement – Council will be told the investigation proved correct now we are enforcing (ticketing, charging, etc). Details of the enforcement will be dependent on the enforcement method being pursued

Further, Council members must be cautious when involving themselves in matter such as enforcement issues as they may end up in Court and the Council Member would not want a direct connection to the matter as they may end up being asked to testify.

Examples – Cannabis enforcement, unsightly properties

RELEVANT LEGISLATION

▪ Council Inquiries and Responses Policy No. 1.002

COUNCIL BRIEFING

A Council Briefing is a tool utilized by Administration to proactively inform all members of Council at the same time of an issue or matter that Administration is aware of that Council may not be aware of. The goal of a Council Briefing is to prevent Council from being surprised by a matter of importance that Administration already has information on.

Council Briefings are provided through the following methods:
▪ **Verbal Updates** – CAO Briefing is a verbal session used for the CAO to inform Council of information. The CAO invites all members of Council to attend and Council's attendance is optional. The CAO provides information only (there is no discussion or debate in this forum).
▪ **Written Council Briefing Notes** – provided by email and saved in Council's Tempo Box

Council Briefings are an information tool only and if a member of Council would like further action, different action, etc they must move the item to a different category (e.g. bring forward a Councillor Request, add to Action List, prepare a Notice of Motion, etc)

EXAMPLES OF MATTERS COUNCIL BRIEFINGS WILL BE CONSIDERED FOR
▪ Issues we believe may get unexpected media attention
   - Rate payer takes concern to media and Red Deer County is asked to comment
   - Does not include routine media coverage such as public events that Council has been informed of, matters arising from Council Meetings, etc
▪ Service disruption – the water is off, the road is closed
   - Impact to the provision of County services
   - Does not apply to mowing, street sweeping, etc that is routine business
▪ Community Engagement – if County is hosting an event or consultation in your area
▪ Major Development Prospects
   - FOIP will protect some information as third party business interests and competitive positions are involved.
     ▪ When Administration receives development inquiries they are not shared with Council as they are not serious yet
     ▪ When Administration has agreements in principle there is concrete information that can be shared with Council and protected through a closed session

APPENDIX A

REQUEST FOR CLARITY TOOL

A Request for Clarity is a tool for Administration to receive clarity from Council. This tool can be modified as required to ensure that Administration has the information needed to prepare information that will meet Council's aim.
A Request for Clarity is often done through conversation.
The primary purpose is for Council to communicate
▪ Key problems
▪ Desired outcomes
▪ Possible preferred option to be pursued

What are the potential uses of a Request for Clarity?
▪ Unpacking an item in a Governance & Priorities Committee
▪ To ensure Administration understands the intended outcomes from a Notice of Motion

SAMPLE FORMAT FOR REQUEST FOR CLARITY

SUBJECT:
Suggested Follow-Up Action: Possible next steps to help Administration understand how information can be provided to ensure it addresses or can be adapted to the Council Members expectation

Background Report/ Document: Attached ☐   Available ☐   NIL ☐

1. DEFINE THE TOPIC
▪ Key Information: summary of existing information to understand the nature of the topic
▪ Relevant Observations: Note issues or opportunities observed or experienced by the member that relates to why they felt compelled to seek further information on this topic
▪ Essential Questions: key questions the member has that they need addressed so that they can pursue possible next steps

2. DETERMINE DESIRED OUTCOMES
▪ Key Results: The tangible outcomes that the member is hoping to achieve
▪ Desired Benefit: Positive benefits that the member is hoping to achieve if this matter is addressed
▪ Prerequisites: Any information or actions that the member knows need to be achieved prior to the matter being addressed
▪ Unintended Outcomes: Are there any possible undesired outcomes that the member is concerned could impact the success of this matter