



# Municipal Government 101

ACHAC

K. Doherty

March 11, 2010

[Kdoherty@peterborough.ca](mailto:Kdoherty@peterborough.ca)



# Municipal Government

- Provides majority of direct services affecting our daily lives
- Level of government that is most accessible and transparent
- Level of government that the average person knows the least about
- People assume that municipality is directly responsible for everything in the community but that is not the case; e.g. Health/ Hospital, immigration, education



# How many municipalities are there in Ontario?

- a) 3
- b) 444
- c) 815
- d) 1,000
- e) 36,000

- a) Toronto, GTA, and the rest
- b) 444
- c) Mid 1990's
- d) Mid 1960's
- e) France



# Titles for these Municipal Politicians

a) Elected Town or City  
Leader

b) Elected Village leader

b) Selected County leader

c) Mayor's honorific

d) Senior Administrator

a) Mayor

b) Reeve

c) Warden (Mr. Warden)

d) Your Worship

e) C.A.O., City Manager,  
Clerk-Treasurer



# 444 Municipalities (Creatures of the Province)

a) Lower-Tier

a) Village, Town, Township  
(500-2000; 2,000- 15,000;  
1,000- 25,000) Reeves/  
Mayors

b) Upper-Tier

b) Counties, Regions  
(Reeves/ Deputy-Reeves)

c) Single Tier

c) Separated Towns & Cities

d) Rules don't apply to N.  
Ontario!

Most Cities, some towns:  
St. Mary's, Smiths Falls

e) Amalgamations since 1995  
(To, KL, CK, K, PEC)



## Disentanglement or Downloading?

- Creatures of the province
- 1994-96 “Who Does What”
- Effort to determine roles and responsibilities
- Still lots of gray areas
- Social Housing, Social Assistance, Ambulance downloaded
- Intended to be cost neutral
- Now some being up-loaded back to province



# Single-tier Spheres of Jurisdiction under Municipal Act

1. Highways
2. Transportation Systems  
other than...
3. Waste Management
4. Public Utilities
5. Culture, Parks,  
Recreation, and  
Heritage
6. Drainage & Flood Control
7. Structures including  
fences & signs
8. Parking, except on  
highways
9. Animals
10. Economic Development  
Services



# Other Legislation (mandatory/ >discretionary<)

## ● City as Service provider:

- Building Code Act
- Fire Protection and Prevention Act
- Public Libraries Act
- Ontario Heritage Act
- Cemeteries Act
- Arts Council Act
- **Community Recreation Centres Act**
- Environmental Protection Act
- Planning Act
- Child and Family Services Act
- Day Nurseries Act

## ● City as Employer/ Public Corporation:

- Employment Standards Act
- Occupational Health & Safety Act
- Labour Relations Act
- Pay Equity Act
- Workplace Safety and Insurance Act
- Accessibility for Ontarians with Disabilities act
- Municipal Freedom of Information and Protection of Privacy Act





# City of Peterborough

- Single-tier
- Located in the geographic area of the County but not part of the County government
- Ward system with 5 wards (2 councillors) per + Mayor
- Use **Committee of the Whole** structure with 3 week cycle:
  - **Planning Committee** (Land Use Planning Issues)
  - **Committee of the Whole** (Staff Reports, consultants)
  - **Council** (delegations); final decision



# Corporate Mission

- To celebrate and nurture the distinctive strengths of our community by balancing healthy living and economic prosperity.
- **Strategic Priorities:**
  - maintain principled community planning
  - enhance organizational effectiveness
  - sustain fiscal growth
  - nurture community lifestyle and identity
  - maintain security of people and property
  - manage infrastructure responsibly



		<b>Mayor &amp; Council (4 yr)</b>		
	Fire / EMD	<b>CAO's Office</b>	Policy	Flood Reduction
<b>Planning &amp; Development</b>	<b>Legal</b>	<b>Corporate Services</b>	<b>Utility Services</b>	<b>Community Services</b>
Planning	Legal	City Clerk	Engineering / Construction	Arenas
Building	Provincial Offences	Financial Planning	Environmental Protection (STP)	Arts Culture & Heritage
Social Housing		Financial Reporting	Public Works	Facilities & Special Projects
Property Admin		Human Resources	Transportation (Transit)	Recreation
Land Info Systems		PTS	Solid Waste	Social Services
Airport				Sustainability & community grants

	Fire Master Plan/ Relocation Study	<b>Major Projects 2010</b>	Flood Reduction	Policy Development
<b>Planning &amp; Development</b>	<b>Legal</b>	<b>Corporate Services</b>	<b>Utility Services</b>	<b>Community Services</b>
Official Plan 5 year Review (implement)	POA Facility needs	Municipal Election	Transportation MP	Little lake Master Plan
Central area MP (implement)		Public Sector Accounting Board (PSAB)	Public Works Strategic Plan	Morrow Park Master Plan
Provincial Growth Plan Response		Accessibility Standards	Public Works Yard Relocation	
Carnegie & Cold Springs Secondary		Harmonized Sales Tax	Urban Forestry Policy	Municipal Cultural Plan
Charlotte St. Streetscape			Downtown Strategic Parking (implement)	Downtown Youth Space
Airport			Bus Storage & Maintenance Facility	Market Hall
Trail Development			Integrated Waste Management Strategy	Urban Basketball Courts
				Wall of Honour



# Decision-making: relies on Reports

- For information or decision
- Can be initiated by Council or staff
- Reports can go to Advisory Committees for information, input, approval, or endorsement
- All reports follow same templates/ formats
- Usually an agenda setting meeting 2 weeks prior
- Rob & I review and endorse all reports going to APRAC
- I review and endorse all reports going to Admin or Council



# Reporting Process

- All reports going to Council are reviewed by CAO, Directors and Clerk; can result in edits, major re-writes, or withdrawal
- Once report in draft stage cannot go to public, Advisory Committees or members of Council
- Once final draft approved, goes in Council package and becomes a public report the Thursday morning before Committee of the Whole
- 4 weeks = shortest report cycle



# Reporting Process

- Staff present to Committee of the Whole
- Council seeks clarification then debates: can accept, reject, amend or defer
- at Council the following week, Council can receive public delegations (7 minutes)
- Council debate
- Can accept, reject, amend, or defer
- Council's long-term decisions usually result in By-laws, the municipal equivalent of legislation





# Closed Session (Sect 239 Municipal Act)

- a) Security of the property of the municipality...;
- b) Personal matters about an identifiable individual, including municipal or local board employees;
- c) A proposed or pending acquisition or disposition of land...;
- d) Labour relations or employee negotiations;
- e) Litigation or potential litigation...;
- f) Advice that is subject to solicitor-client privilege...



A vertical strip on the left side of the slide shows a topographic map of a coastline, with white contour lines and a yellow line indicating a road or boundary.

# Closed Session (Sect 239 Municipal Act)

- g) A matter in respect of which a council, board, committee or other body may hold a closed meeting under another Act
- h) A meeting held for the purpose of educating and training the members at which no member discusses or deals with any matter in a way that materially advances the business or decision making of the Council

# Budget 2011

- Gross **operating expenses \$204.8m** (\$ CSD)
- Tax Levy \$96.8m (47%)
- Net \$107.5m
- **Capital Expenditures \$51m** (CSD \$5.9m/ 12%; USD 71%)
- Capital Levy \$6.2m
- **Very few discretionary dollars**
- All requests for funding outside of approved budget go to Council
- All external funding requests channeled through CSD
- No new staff/ services unless approved by Council

# Budget process 2012

- March/ April 2011: Council Budget Presentations
- June 21/2011 budget targets established
- April 1, 2011 packages distributed; prep begins
- May 20: CSD budget submission deadline
- June 30: CSD Budget Review with Finance
- August 23: CSD budget review with CAO
- September 15: Director's Review
- October 21: final changes cut-off date
- November 7: presented to Budget Committee
- November 28- December 1: Budget Committee Review
- December 7: Public Budget meeting
- December 12, 2011: Council approves 2012 budget



# Authority Levels

- **Council approves:**
- Annual capital and operating budgets
- Annual work plans
- Awards of RFP's over \$100,000 for which there is an approved budget
- Corporate policies like Community Grants
- Plans required by legislation like Official Plan, Transportation Plan

# Authority Levels

- **Administrative Committee** (CAO, Directors, Clerk) approves all tenders that come in under budget; and other capital projects **\$50,000 to \$100,000** with approved budgets
- **CAO** approves all expenditures between **\$50,000 to \$25,000** with approved budgets
- **Director** approves expenditures between **\$10,000 to \$25,000** with approved budget
- **Divisional Managers** approve expenditures between **\$5,000 to \$10,000**
- **Facility Managers** typically approve **below \$5,000**



# Corporate Trends

- Changes to reports: quality and quantity
- Procedural by-law applied to Advisory Committees
- Increased accountability and transparency
- Increased cooperation and collaboration: inter-departmental and inter-divisional steering committees and technical committees
- Developing common languages (EA, MP)
- Increased community consultation: involvement and engagement at all stages
- Improved relations with County

# CSD Facilities & Programs

<b>Community Services</b>	Community Grants	Sustainable Peterborough			
	Arenas	Arts Culture & Heritage	Facilities & Special Projects	Recreation	Social Services
<b>Facilities</b>	<b>Evinrude Kinsmen Northcrest Memorial Centre Grandstand Morrow Park</b>	Art Gallery Library, Main Library, Delafosse Museum & Archives	<b>Beavermeade Marina</b> Market Hall	<b>Queen Alexandra Sport &amp; Wellness Centre</b>	Ontario Works Pearson Daycare PERC Ptbo. Daycare
<b>Programs Services</b>	<b>Facility Rentals Events</b>	Heritage Preservation Office Public Art	<b>Capital &amp; Special Project Resource</b>	<b>Permitting Youth Canteens Playgrounds Civic Awards</b>	Childcare Community Social Plan Hostels



# CSD Planning & Major Projects

<b>Community Services</b>	Community Grants	Sustainable Peterborough			
	<b>Arenas</b>	<b>Arts Culture &amp; Heritage</b>	<b>Facilities &amp; Special Projects</b>	<b>Recreation</b>	<b>Social Services</b>
<b>Planning Initiatives</b>	<b>Morrow Park Master Plan</b>	Municipal Cultural Plan Library SP Gallery SP/ Feasibility	<b>Beavermead Campground Study</b>	<b>PSWC Expansion Feasibility Study</b>	<b>Our Space SS Space Needs Study</b>
<b>Major Projects 2011</b>			<b>Market Hall Rectangular Sports Fields Mapleridge Lawn Bowling Clubhouse</b>	<b>Sports Council Rugby Clubhouse</b>	<b>SS Mapping</b>





# Advisory Committees

- **Most are in Community Services:**
- Arenas Parks & Recreation Advisory Committee
- Arts Culture & Heritage Advisory Committee
- Museum & Archives Advisory Committee
- Peterborough Architectural Conservation Advisory Committee
- Community Grants Advisory Committee
- Cenotaph Advisory Committee
- Waste Management Committee (USD: City/ County)
- Affordable Housing Action Committee (Planning)



# Advisory Committees

- Authority from Municipal Act or other legislation
- Specific mandates enshrined in By-laws
- Mechanism for community input > detailed discussion
- Advise staff and Council
- Some delegated authority
- Often involved with division/ sector specific policy and planning initiatives e.g. Urban Forestry, Little Lake MP
- Can also provide input and feedback on policy and planning initiatives in other departments e.g. Transportation MP
- encouraged to participate in broader public meetings



# APRAC

- By-law: 07-041 provides mandate:
- advise and support ...the Divisions
- inform and advise Council and/or Staff
- act as a public forum...to engage and receive public input...
- approve volunteer groups to be covered by the City's insurance program
- review proposals for use of the Tollington Parks Endowment Fund and make recommendation



# APRAC

- assist with ...long term/strategic plans and operational policies
- encourage and recognize initiative and excellence...
- encourage and promote community awareness, appreciation, and support...



## APRAC: not responsible for

- Daily operations
- administrative matters like hiring of staff
- regular maintenance
- operating and capital budgets/projects
- implementing projects and programmes
- any matter which has been delegated by Council under any other by-law.



# APRAC

- Procedural By-law (recently changed)
- Conflict of Pecuniary Interest
- Broader conflict of interest (trust your instinct)
- Fiduciary responsibility (Duty of Loyalty & Duty of Care)



# Boards with City Staff

- **Library Board:** Council representation, entire board appointed by Council (Library Act)
- Library staff are City staff as per Pay Equity ruling
- **Art Gallery Board:**
- Board is independent, not appointed by Council but has Council representation; building and grounds owned by City; collection owned by Board
- Staff are City staff as per Council report 2000





# Joint Services: City/ County (CMSM)

- Social Housing (City)
- Ambulance (County)
- Social Services (City)
- Provincial Offences (City)
- GPA-EDC (grey area)
- Mostly direct result of down-loading
- Very narrow focus





# Arms Length Services (ABC's)

- Peterborough Housing Corporation
- Police (Police Services Board)
- Public Utility Services
- Peterborough County/ City Health Unit
- ORCA



# Advice

- Know your mandate
- Revisit at beginning of each year
- Follow procedural by-law
- Provide input and feedback in a timely way
- Get Chair/ staff to put items on agenda
- Participate in community consultation processes like Public Information Sessions



# Thank you!

● Questions?