



## AGENDA & NOTICE - CITIZENS' ASSEMBLY COUNCIL COMMITTEE

Monday, July 22, 2019, 2:00 P.M.

Joint Meeting of Victoria & Saanich Committees

Victoria City Hall - Council Chambers - 1 Centennial Square

The City of Victoria is located on the homelands of the Songhees and Esquimalt People

Pages

A. CALL TO ORDER

- Mayor Helps for Victoria
- Mayor Haynes for Saanich

B. APPROVAL OF AGENDA

C. INTRODUCTORY REMARKS

D. NEW BUSINESS

D.1 Rules of Order

D.2 Discussion on Terms of Reference for Citizens' Assembly

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Attachments:

- Saanich Terms of Reference
- Victoria Terms of Reference
- Introduction Report
- Substantive Differences Table
- Link to Victoria Committee Meetings:

<https://www.victoria.ca/EN/main/city/mayor-council-committees/council-committee-meetings.html>

- Link to Saanich Committee Meetings:

<https://www.saanich.ca/EN/main/local-government/committees-boards/citizens-assembly-standing-committee.html>

D.3 Next Meeting

E. ADJOURNMENT

# DRAFT for Discussion

Terms of Reference – Citizens' Assembly between the District of Saanich and the City of Victoria

## Terms of Reference

The following Community Opinion Question was included on the ballot for the 2018 General and Local School Board Elections in Saanich and Victoria and supported by a majority of voters in both municipalities.

***“Are you in favour of spending up to \$250,000 for establishing a Citizens’ Assembly to explore the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria?” (the “Question”)***

### **1.0 The District of Saanich and the City of Victoria Objectives**

The municipalities of Saanich and Victoria have adopted an innovative and transparent public process to explore the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria (the “Question”). The Citizens’ Assembly (the “Assembly”) process is expected to be a deliberative one, providing the residents of Saanich and Victoria with the opportunity to directly and actively participate. The Assembly is expected to be an impartial advisory body that is tasked with representing the residents of Saanich and Victoria in investigating the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria. The Assembly will exemplify the highest standards of transparency, accountability and citizen engagement in delivering their report findings to the respective municipal Councils.

In establishing the Assembly, the municipalities have three objectives:

- 1.1 To learn about the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria including shared and contrasting values, concerns and needs of residents of Saanich and Victoria regarding neighbourhoods, change, growth, service delivery, governance, capital and infrastructure needs, land use planning and strategic and regulatory frameworks.
- 1.2 To fully understand the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria including residents’

visions for the future of their respective communities and potentially an amalgamated Municipality.

- 1.3 To provide local residents with an unprecedented opportunity to explore the future of Saanich and Victoria.

## **2.0 Guiding Principles for the Citizens' Assembly**

- 2.1 Openness and Transparency – The Assembly will regularly share its learning and deliberations with the public.
- 2.2 Accountability and Legitimacy – The Assembly will work within a defined mandate and budget on behalf of the residents of Saanich and Victoria. The Assembly will deliver its Final Report directly to the Municipal Councils of Saanich and Victoria.
- 2.3 Effective Representation – The Assembly will be charged with the responsibility of representing the needs and interests of the residents of Saanich and Victoria. The members of the Assembly will be selected to broadly represent the demographics of the municipalities.
- 2.4 Accessibility – The Assembly will provide reasonable supports to address barriers that may prevent a member of the Assembly from participating successfully.
- 2.5 Independence – The Assembly will have full independence to determine how to best fulfill its mandate, under the advisement of an experienced, third-party consultant who will facilitate the Assembly process.
- 2.6 Well-Informed – The Assembly's recommendations will be informed by a range of perspectives and sources of expertise including the technical report.
- 2.7 Balance – The Assembly will consider a diversity of voices and perspectives in its deliberations.
- 2.8 Collaborative Decision-Making – The Assembly will work towards consensus when drafting their recommendations, while also respecting and documenting differing perspectives among its members.
- 2.9 Respect – The Assembly will strive to be conscientious and fair-minded in their deliberations and in their consultations with the residents of Saanich and Victoria.

### **3.0 Mandate of the Citizens' Assembly**

The Assembly is tasked by the District of Saanich and the City of Victoria to explore the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria.

Specifically, the Assembly will:

- 3.1 Identify common aspirations for good local governance to provide a basis for evaluating costs, benefits and disadvantages of amalgamation and status quo of the municipalities relative to their current independent status.
- 3.2 List the issues which the Assembly believes needs to be resolved for amalgamation to merit consideration, including issues related to the implementation and integration of the municipalities under amalgamation.

In satisfying their mandate and developing recommendations, the Assembly will be expected to consider and analyze the positive and negative impacts of amalgamation (at a minimum) the following:

- 3.3 Assets and liabilities of Saanich and Victoria including any related impacts on local rate payers.
- 3.4 Cultural and land use priorities and differences of the two municipalities. Balance of the issues of economy of scale with community identity and representation.
- 3.5 Comparison of corporate structures and approaches to governance of the two municipalities. Ongoing work with local First Nations toward Reconciliation.
- 3.6 Neighbourhood level implications.
- 3.7 Congruency and alignment of strategic and political priorities of the municipalities (as expressed in Strategic Plans, Official Community Plans and other significant strategic and plan documents).
- 3.8 Past investment in and future needs for capital assets, infrastructure replacement reserves including the analysis of anticipated impacts on an amalgamated municipality.
- 3.9 Variations in levels of service of the two municipalities including the development of clear recommendations on aligning service levels in an amalgamated municipality.

- 3.10 Clear delineation of advantages and disadvantages for the respective municipality in considering amalgamation versus those accruing solely to a combined municipality arising from amalgamation.
- 3.11 To the extent possible, consideration of costs, benefits and disadvantages of amalgamation between the District of Saanich and the City of Victoria over both the short and long terms (i.e. Over 5 year, 20 year, 50 year horizons).
- 3.12 Commentary from the Assembly on other opportunities for service integration is considered part of the Assembly's mandate.
- 3.13 If full amalgamation of Saanich and Victoria is recommended by the Assembly, commentary and recommendations from the Assembly on the integration of full municipal operations (both in the short and longer term) is expected as part of the Assembly's mandate.
- 3.14 In meeting its mandate and the expectations outlined in the Terms of Reference, the Assembly will, to the greatest extent possible, represent the consensus view of the members. ~~Minority views of Assembly members and community members may be included in the Citizens' Assembly's Final Report.~~

#### **4.0 Constraints on the Citizens' Assembly**

The Assembly will enjoy wide latitude, subject to the processes and mandate laid out in the Terms of Reference, in its ability to make recommendations to Saanich and Victoria regarding the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria.

Recommendations must take into consideration the information gathered by a third-party technical team. In accordance with the process guidance provided by the Ministry of Municipal Affairs and Housing, the Municipal Councils of Saanich and Victoria will have the final authority to accept, modify or reject specific recommendations from the Assembly subject to the processes and mandate laid out in the Terms of Reference.

#### **5.0 Schedule of the Citizens' Assembly**

The Assembly will convene during 6-12 Saturday sessions beginning in 2019, and concluding in 2020. Additional meetings of the Assembly may be scheduled at the discretion of the Chair of the Assembly (see 8.2 for roles and responsibilities of the Chair). Meetings of the Assembly will not allow the public to attend in person but will be viewable by the public through webcast. The Assembly will also host multiple public roundtable meetings in both municipalities during the course of the Assembly schedule, with one of the meetings to discuss the technical report, which will be open to all local residents. The Assembly at the start of their process will set and define their schedule.

## **6.0 Reporting and Communication of the Citizens’ Assembly**

The Assembly will communicate regularly about its work to the public, Municipal Councils of Saanich and Victoria and to the joint municipal working group as outlined below.

### **6.1 General Reporting**

The municipalities will develop a shared webpage that will list the members of the Assembly, a detailed agenda including all speakers and resources, and the Assembly’s Terms of Reference. Following each Assembly meeting, a brief summary of its activities and progress will be posted.

### **6.2 Interim Directions Document**

As early as possible in their process, the Assembly will issue a brief directions document listing its draft values and the issues or questions that the Assembly believes deserve further study and consideration during their deliberations.

### **6.3 Final Report**

The Assembly will deliver its Final Report to the Municipal Councils of Saanich and Victoria no later than 45 days after the last Assembly meeting. The report will include a letter from the Chair, an overview of the process, and the proposed values, identified issues and final recommendations of the Assembly. It will also include an Appendix that will contain copies of all materials considered by the Assembly, a list of the members of the Assembly, and a ‘Minority Report’ that documents any dissenting perspectives.

### **6.4 Communications**

The Chair is authorized as the exclusive spokesperson for the Assembly and will approve all public communications regarding the conduct of the Assembly unless otherwise delegated.

6.5 The Assembly will present the Final Report to the Municipal Councils of Saanich and Victoria, which may, at their discretion, refer the report to municipal staff for comment, response and clarification, where appropriate, prior to considering the final recommendations.

## **7.0 Composition of the Citizens’ Assembly**

### **7.1 Recruitment Process**

Members of the Assembly will be randomly selected by Civic Lottery — a mechanism that ensures that a broad, representative cross-section of local residents and business owners are selected to participate.

### **7.2 Number of Members**

The Assembly will consist of 100 members. In order to be eligible to serve on the Assembly, an applicant must:

## Appendix "A"

- 7.2.1 Reside within the municipal boundaries of the District of Saanich or the City of Victoria as defined by the area map. (See Map – XXXX)
  - 7.2.2 Be at least 16 years of age on the date of the Civic Lottery;
  - 7.2.3 Only one person per residential address (unit in building) or business address will be eligible to become a member of the Assembly.
  - 7.2.4 If a member of the Assembly is a business owner, they cannot transfer their eligibility to an employee.
  - 7.2.5 Employees of the District of Saanich and the City of Victoria, as well as elected officials (municipal, provincial or federal), are ineligible to serve as Assembly members.
  - 7.2.6 The Chair will ensure that individuals that are members of stakeholder groups that support or do not support the amalgamation of Saanich and Victoria, are ineligible to serve as Assembly members.
- 7.3 Assembly Composition
- The Assembly will generally reflect the composition of the population of each municipality with regard to:
- 7.3.1 An equal proportion of male and female members;
  - 7.3.2 A proportionate number of members from different age cohorts based on census data;
  - 7.3.3 A proportionate number of renters and home owners;
  - 7.3.4 A proportionate number of members from the two municipalities – 57 members from Saanich, 43 members from Victoria (based on BC Statistics population data); and
  - 7.3.5 At least five members who self-identify as Aboriginal. (check % of census data)
  - 7.3.6 A proportionate number of urban and rural residents.
- 7.4 Proportions will be established based on the most recent (2016) census profile. To assist Assembly members to participate, members will be reimbursed for reasonable childcare, eldercare, and transportation costs or other reasonable expenses that could be a barrier to participation. Assistance will also be provided to those members with differing physical or learning abilities.
- 7.5 The working language of the Assembly is English. Translation services are not available.



## **8.0 Roles and Responsibilities**

### **8.1 Roles and Responsibilities of Citizens' Assembly Members**

Members of the Assembly are expected to fulfil their duties and agree to:

- 8.1.1 Attend each of the sessions of the Assembly as well as public roundtable meetings.
- 8.1.2 Work to understand and represent the varied perspectives of *all* Saanich and Victoria residents.
- 8.1.3 Treat each other with respect and take an active role in the work of the Assembly.
- 8.1.4 Work collaboratively to achieve a strong consensus concerning the Assembly's recommendations.

If a member of the Assembly must withdraw owing to illness or unexpected events, their position may be filled from the pool of applicants at the discretion of the Chair.

### **8.2 Roles and Responsibilities of the Chair**

The Chair of the Assembly will be the Facilitator appointed by the District of Saanich and the City of Victoria who will design and host the meetings and proceedings of the Assembly. The Chair will not be a municipal employee and is expected to remain neutral with regards to the recommendations or direction of the Assembly. The Chair is charged to:

- 8.2.1 Oversee a fair and representative member selection process.
- 8.2.2 Develop a balanced learning program that involves residents, community organizations and experts to provide a range of perspectives.
- 8.2.3 Ensure that the Assembly's learning program is balanced, adequate and reflects a range of reasonable perspectives.
- 8.2.4 Follow Robert's Rules of Order in supporting respectful dialogue and deliberation amongst members leading to consensus based decisions.
- 8.2.5 Ensure that regular updates concerning the Assembly's proceedings are made publicly available.
- 8.2.6 Provide opportunities to inform and convey perspectives from local residents and stakeholders to Assembly members.
- 8.2.7 Produce and deliver a Final Report concerning the Assembly's activities and recommendations to the Municipal Councils of Saanich and Victoria.
- 8.2.8 Exercise discretion in ensuring the integrity and sound conduct of the Assembly.
- 8.2.9 Ensure that the design and conduct of the Assembly are consistent with good democratic practices.

### 8.3 Roles and Responsibilities of the Victoria and Saanich Community

All residents of Saanich and Victoria have a role to play in assisting and ensuring the success of the Assembly. Members of the community are encouraged to participate and:

- 8.3.1 Attend public roundtable meetings hosted by members of the Assembly to discuss its progress and solicit community perspectives.
- 8.3.2 Attend occasional open sessions of the Assembly to observe its proceedings.
- 8.3.3 Submit ideas to the Assembly website and review regular public updates.

### 8.4 Roles and Responsibilities of the District of Saanich and the City of Victoria

The District of Saanich and City of Victoria will respect and support the independence and integrity of the Assembly and municipal elected officials and staff will remain at arm's length during deliberations of the Assembly.

Municipal staff will endeavour to:

- 8.4.1 Provide logistical support for Assembly activities, including venue booking, providing food, and additional supports as needed;
- 8.4.2 Provide expertise and access to existing strategic plans, financial and other documents; and
- 8.4.3 Give careful and timely consideration to the Assembly's Final Report.

## **9.0 Decision Making of the Assembly**

Wherever possible decisions will be made on the consensus of its members. It is expected that discussion, debate and decision-making of the Assembly will be undertaken in accordance with Robert's Rules of Order.

Divergent views are to be respected in this process including the opportunity for their expression in a Minority Report of the Assembly submitted to the Municipal Councils of Saanich and Victoria.

Terms of Reference – Citizens’ Assembly on the Amalgamation of the District of Saanich and the City of Victoria – Victoria City Council Endorsed

## Terms of Reference

The following Community Opinion Question was included on the ballot for the 2018 General and Local School Board Elections:

***“Are you in favour of spending up to \$250,000 for establishing a Citizens’ Assembly to explore the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria?”***

### 1.0 District of Saanich and City of Victoria Objectives

The municipalities of Saanich and Victoria have adopted an innovative and transparent public process to support the completion of an analysis of the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria. The Citizens’ Assembly (the “Assembly”) process is expected to be a deliberative one, providing the residents of Victoria and Saanich with the opportunity to directly and actively participate in evaluating the case for the municipalities’ amalgamation.

The Assembly is expected to be an impartial advisory body that is tasked with representing the residents of Victoria and Saanich in investigating the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria. In doing so, the Assembly will exemplify the highest standards of transparency, accountability and citizen engagement in reaching detailed recommendations to the respective municipal Councils.

In establishing the Assembly, the municipalities have three objectives:

- To learn about the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria including shared and contrasting values, concerns and needs of residents of Victoria and Saanich regarding neighbourhoods, change, growth, service delivery, governance, capital and infrastructure needs, land use planning, emergency services and strategic and regulatory frameworks.
- To fully understand the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria including residents’ vision for the future of their respective community and potentially an amalgamated municipality.
- To provide local residents with an unprecedented opportunity to explore the future of their communities.

## 2.0 Guiding Principles for the Citizens' Assembly

- 2.1 **Openness and Transparency** – The Assembly will regularly share its learning and deliberations with the public on an ongoing and predictable basis.
- 2.2 **Accountability and Legitimacy** – The Assembly will work within a defined mandate and budget on behalf of the residents of Saanich and Victoria. The Assembly will deliver its Final Report directly to the respective municipal Councils.
- 2.3 **Effective Representation** – The Assembly will be charged with the responsibility of representing the needs and interests of the residents of Saanich and Victoria. The members of the Assembly will be selected to broadly represent the demographics of the municipalities.
- 2.4 **Accessibility** – The Assembly will provide reasonable supports to address barriers that may prevent a member of the Assembly from participating successfully.
- 2.5 **Independence** – The Assembly will have full independence to determine how to best fulfill its mandate.
- 2.6 **Well-informed** – The Assembly will deliver sound recommendations in its Final Report. The Assembly's recommendations will be informed by a range of perspectives and sources of expertise.
- 2.7 **Balance** – The Assembly will consider a diversity of voices and perspectives in its deliberations. The Facilitator will work to ensure that there is room for all voices.
- 2.8 **Collaborative decision-making** – The Assembly will work towards consensus when drafting their recommendations, while also respecting and documenting differing perspectives among its members and retaining a recourse to majority vote.
- 2.9 **Respect** – The Assembly will strive to be conscientious and fair-minded in their deliberations and in their consultations with the residents of Victoria and Saanich.

## 3.0 Mandate of the Citizens' Assembly

The Assembly is tasked by the District of Saanich and the City of Victoria to learn about the needs and interests of local residents, examine the full basket of implications of creating a new, amalgamated municipal structure, and advise the respective Councils on whether or not the municipalities should proceed towards amalgamation.

Specifically, the Assembly will:

- 3.1 Identify common aspirations for good local governance to provide a basis for evaluating amalgamation and status quo.
- 3.2 List the issues that the Assembly believes needs to be satisfactorily resolved for amalgamation to merit consideration.

- 3.3 Detail recommendation(s) concerning the amalgamation of Victoria and Saanich, including any conditions that need to be satisfied if an amalgamation was to proceed.
- 3.4 List issues and recommendations for addressing identified issues with regard to the implementation and the integration of the municipalities should the Assembly recommend amalgamation.

In satisfying their mandate and developing recommendations, the Assembly will be expected to consider and analyze (at a minimum) the following:

- 3.5 Assets and liabilities of Saanich and Victoria including any related impacts on local rate payers resulting from amalgamation.
- 3.6 Cultural and land use priorities and similarities and differences of the two municipalities and any anticipated impacts arising from amalgamation.
- 3.7 Balance of the issues of economy of scale with community identity and representation.
- 3.8 Delineation of the clear weighing of the overall advantages versus disadvantages accruing to the individual municipalities versus those accruing solely to a combined municipality arising from amalgamation.
- 3.9 Comparison of corporate structures and approaches to governance of the two municipalities and the anticipated impacts (positive and negative) arising from amalgamation.
- 3.10 All analysis and recommendations of the Assembly are informed and mindful of the ongoing work with local First Nations of reconciliation.
- 3.11 Consideration of benefits and costs of amalgamation over both the short and long terms (i.e. Over 5 year, 20 year, 50 year horizons).
- 3.12 Consideration of impacts at the neighbourhood level not only for the broad community.
- 3.13 Consideration of the congruency and alignment of the Official Community Plans and other significant strategic and plan documents of the municipalities.
- 3.14 Consideration of democratic representation and accessibility of elected officials to residents and other stakeholders.
- 3.15 Status and strategies of capital and infrastructure replacement reserves including the analysis of anticipated impacts on an amalgamated municipality.
- 3.16 Variations in levels of service of the two municipalities including the development of clear recommendations on aligning service levels in an amalgamated municipality.
- 3.17 If full amalgamation of Saanich and Victoria is not recommended by the Assembly, commentary from the Assembly on other opportunities for service integration is considered part of the Assembly's mandate.
- 3.18 If full amalgamation of Saanich and Victoria is recommended by the Assembly, commentary and recommendations from the Assembly on the integration of full municipal operations (both in the short and longer term) is expected as part of the Assembly's mandate.

In meeting its mandate and the expectations outlined in the Terms of Reference the Assembly will, to the greatest extent possible, represent the consensus view of the members. Divergent views of Assembly members and community members will also be included in the Citizens' Assembly's Final Report.

#### **4.0 Constraints on the Citizens' Assembly**

The Assembly will enjoy wide latitude, subject to the processes and mandate laid out in the Terms of Reference, in its ability to make recommendations to Victoria and Saanich regarding the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria. Recommendations must include a final Yes/No recommendation to the respective Councils on proceeding towards a Referendum on amalgamation. The Councils of Saanich and Victoria will have the final authority to accept, modify or reject specific recommendations from the Assembly at their discretion.

#### **5.0 Schedule of the Citizens' Assembly**

The Citizens' Assembly will convene during 4-6 full-day Saturday sessions beginning in September 2019, and concluding in March 2020. Additional meetings of the Assembly may be scheduled at the discretion of the Facilitator. The Citizens' Assembly will also host 3 roundtable meetings with public participation during the course of their session's schedule.

The Assembly will meet according to the following schedule:

- TBD
- TBD
- TBD
- TBD
- TBD
- TBD

All meetings of the Assembly will be open to the public.

#### **6.0 Reporting and Communications of the Citizens' Assembly**

The Citizens' Assembly will communicate regularly about its work to the public, Municipal Councils and to the joint Municipal Working Group.

##### **General Reporting**

The Municipalities will develop a shared webpage that will list the members of the Assembly, a detailed agenda including all speakers and resources, and the Assembly's Terms of Reference. Following each Assembly meeting, a brief summary of its activities and progress will be posted.

### Interim Directions Document

Following its second meeting, the Assembly will issue a brief directions document listing its draft values, and the issues or questions that the Assembly believes deserve further study and consideration.

### Final Report

The Assembly will deliver its report to the Municipalities no later than April 2020. The report will include a letter from the Facilitator, an overview of the process, and the proposed values, identified issues and final recommendations of the Assembly. It will also include an appendix that contains copies of all materials considered by the Assembly, a list of the members of the Assembly and any correspondence provided by individual members and a 'minority report' that documents any dissenting perspectives.

### Communications

The Assembly's Facilitator is authorized as the spokesperson for the Assembly.

Members of the Assembly are free to share personal views regarding the Assembly's conduct whenever and however they choose.

The Citizens' Assembly will present this report to the respective Municipal Councils, which may, at their discretion, refer the report to the respective municipalities' Staffs for comment, response and clarification, where appropriate, prior to considering the final recommendations.

## **7.0 Composition of the Citizens' Assembly**

### **7.1 Recruitment Process**

Members of the Citizens' Assembly will be randomly selected by Civic Lottery — a mechanism that ensures that a broad, representative cross-section of local residents are selected to participate.

### **7.2 Number of Members**

The number of members of the Citizen's Assembly will be 21 Victoria residents and 28 Saanich residents determined jointly by Saanich and Victoria Councils in consultation with the Citizen's Assembly Facilitator. In order to be eligible to serve on this Citizens' Assembly, an applicant must:

- Reside within the legal municipal boundaries of the District of Saanich or the City of Victoria ; *and*
- Be at least 16 years of age as of September 1, 2019.

- Employees of the District of Saanich or City of Victoria, as well as elected officials (municipal, provincial or federal), are ineligible to serve as Assembly members.

### **7.3 Assembly Composition**

The Assembly will generally reflect the composition of the population of the two municipalities with regard to:

- Gender
- Broad age group
- Renter versus home owner
- Aboriginal/metis status and at least five who self identify as aboriginal/metis.

Proportions will be established based on the most recent (2016) census profile. To assist Assembly members to participate, members will be reimbursed for reasonable childcare, eldercare, and transportation costs and will receive an honorarium of \$100 per meeting. Assistance will also be provided to those members with differing physical or learning abilities.

## **8.0 Roles and Responsibilities**

### **8.1 Roles and Responsibilities of Citizens' Assembly Members**

Members of the Assembly are expected to fulfil their duties and agree to:

- Attend each of the sessions of the Citizens' Assembly as well as public roundtable meetings.
- Work to understand and represent the varied perspectives of *all* Saanich and Victoria residents.
- Treat each other with respect and take an active role in the work of the Assembly.
- Work collaboratively to achieve a strong consensus concerning the Assembly's recommendations.

If a member of the Assembly must withdraw owing to illness or unexpected events, his or her position may be filled from the pool of applicants at the discretion of the Facilitator.

### **8.2 Roles and Responsibilities of the Facilitator**

The Facilitator of the Citizens' Assembly will be appointed by the District of Saanich and the City of Victoria to design and host the proceedings of the Citizens' Assembly. The Facilitator will not be a municipal employee and is expected to remain neutral with regards to the recommendations or direction of the Assembly. The Facilitator, with the support of an Assembly Working Group, is charged to:

- Oversee a fair and representative member selection process.



- Develop a balanced learning program that involves residents, community organizations and experts to provide a range of perspectives.
- Supporting respectful dialogue and deliberation amongst members leading to consensus based decisions and uphold assembly procedures as per these terms of reference. If members feel that consensus based decision-making is not working at any given point in the deliberations, a group of three members may request that the Facilitator call a vote on any given matter. Once three members ask for this, the Facilitator must ask the assembly to decide the matter by vote.
- Ensure that regular updates concerning the Assembly's proceedings are made publicly available.
- Provide opportunities to inform and convey perspectives from local residents and stakeholders to Assembly members.
- Produce and deliver a Final Report concerning the Assembly's activities and recommendations to the municipal Councils.
- Exercise discretion in ensuring the integrity and sound conduct of the Assembly.

### **8.3 Roles and Responsibilities of the Advisory Working Group**

The Citizen's assembly has the option to form a Working Group to support the work of the Citizens' Assembly. The role of the Working Group is to provide guidance to the Facilitator and Assembly in order to:

- Ensure that the design and conduct of the Assembly are consistent with good democratic practices.
- Ensure that the Assembly's learning program is balanced, adequate and reflects a range of reasonable perspectives.

The Working Group will not comment on the recommendations made by the Citizens' Assembly.

The members of the Working Group will be approved by the Councils of the District of Saanich and City of Victoria and will include representatives with well-regarded expertise in local government operation, deliberative processes and governance.

### **8.4 Roles and Responsibilities of the Victoria and Saanich community**

All residents of Saanich and Victoria have a role to play in assisting and ensuring the success of the Citizens' Assembly. Members of the community are encouraged to participate and:

- Attend public roundtables meetings hosted by members of the Citizens' Assembly to discuss its progress and solicit community perspectives.
- Submit ideas to the Assembly website, and review regular public updates.

## **8.5 Roles and Responsibilities of the City of Victoria and the District of Saanich**

The role of the municipal elected officials and staff is to support the Citizens' Assembly.

The municipalities will endeavour to:

- Provide expertise and access to existing strategic, plan, financial and other documents.
- Give careful and timely consideration to the Citizens' Assembly's final report.
- Provide logistical support for Assembly activities, including venue booking, food, and additional supports as needed. The District of Saanich and City of Victoria will respect and support the independence and integrity of the Citizens' Assembly.

## **9.0 Decision making of the Assembly**

It is expected that discussion, debate and decision making of the Citizens' Assembly will be undertaken based on consensus of members. If members feel that consensus based decision making is not working at any given point in the deliberations, a group of three members may request that the Facilitator call a vote on any given matter. Once three members ask for this, the Facilitator must ask the assembly to decide the matter by vote.

Divergent views are to be respected in this process including the opportunity for their expression in the Final Report of the Assembly submitted to Saanich and Victoria Councils.

## **10.0 Process Concerns**

If the facilitator or the majority of the members of the citizens' assembly lose confidence in the process, there is an appeal for review to the Council of Saanich and Victoria through the Joint Standing Committee.

## **Appendix A – Glossary of Terms**

**“Citizens Assembly”** means the group of citizens of Saanich and Victoria who are appointed to under these Terms of Reference.

**“Citizens Assembly Standing Committee”** means a Committee of Saanich Council, and a Committee of Victoria Council both or which are established and appointed by the Mayor of each municipality under their respective Terms of Reference

**“Facilitator”** means the person appointed by Saanich and Victoria Councils as a consultant to lead the Citizen’s Assembly process and acts as the Chairperson of the meetings of the Citizen’s Assembly

**“Joint Committee”** means the combined Citizen’s Assembly Standing Committees meeting for the purposes outlined in Terms of Reference.

**“Working Group”** means a group of people, independent from the Citizen’s Assembly appointed to provide technical expertise and guidance as outlined in section 8.3 of the Terms of Reference.

## **Terms of Reference for Joint Council Citizens Assembly Subcommittee – Victoria City Council Endorsed**

### **Reporting and Record Keeping**

1. The Subcommittee has no independent decision-making authority and will report after each meeting to Saanich and Victoria Councils in a written report that outlines the proposals the Subcommittee wishes the Councils to consider.
2. The Minutes of Subcommittee meetings will be displayed on both Saanich and Victoria websites where minutes of meetings are customarily displayed.

### **Composition and Decision Making**

1. The Subcommittee will be comprised of the Citizens Assembly Council Subcommittees of Saanich and Victoria, namely four members from Saanich Council and four members from Victoria Council.
2. The Mayors of Saanich and Victoria will Co-Chair the Subcommittee.
3. The Subcommittee will operate using Robert's Rules of order and majority vote for decision making. At the request / suggestion of either Co-Chair, the Subcommittee may break into "workshop" mode to be able to discuss items or proposals without a motion on the table; this will build understanding, collegiality and the potential for consensus. Before a decision is made on any topic, the Subcommittee will move back into Rules of Order mode.

### **Mandate**

1. The Subcommittee will work with the Draft Terms of Reference for the Citizens Assembly prepared by both Councils and will work to achieve a finalized Terms of Reference to be presented to both Councils for consideration and adoption.
2. Working with staff from both Saanich and Victoria, the Subcommittee will prepare a proposed budget and workplan for the Citizens Assembly Project, including technical analysis, communications, etc. for consideration by both Councils, and then, once approved by both Councils, for consideration of the Provincial government and to support an application for funding the work of the Citizen's Assembly process.
3. Working with staff from both Saanich and Victoria, the Subcommittee will oversee the creation of a Request for Proposals based on the approved Terms of Reference, to be presented to both Councils for consideration and adoption.

### **Staff Support**

1. The Subcommittee will be supported by Saanich and Victoria staff namely the City Clerks, City Managers and a recording secretary to alternate between Saanich and Victoria depending on where the meeting is held.

## **Meetings**

1. All meetings will be open to the public and webcast. Meetings will alternate between Saanich District Hall and Victoria City Hall.
2. Meetings will be held at the call of the Co-Chairs on an as-needed basis.

## **Relationship to Citizens Assembly**

1. Once the Citizens Assembly is underway it will be completely free from political oversight.
2. However, as per the Citizens Assembly Terms of Reference, if the Facilitator or the majority of the members of the Citizens' Assembly lose confidence in the process, there is an appeal for review to the Council of Saanich and Victoria through the Subcommittee.

## **Introduction Report**

Staff have prepared two documents to support discussion about the Terms of Reference (TOR) for the Citizen's Assembly on the Amalgamation of the District of Saanich and the City of Victoria.

Each municipal council has prepared a TOR. Victoria adapted the Saanich TOR by proposing additions and deletions. The first document identifies where there are any changes proposed by Victoria. The proposed deletions are in striked-through red font. The proposed additions are in underlined red font. This document contains all proposed changes, including substantive and non-substantive

The second document contains a table noting the location and providing a brief summary of any substantive changes that are proposed by Victoria. The table should be used to help refer to substantive changes in the first document.

## Substantive TOR Differences

This document contains a table referring to the location of a substantive change and a brief summary of Saanich’s position and Victoria’ position. This table should be used as a quick reference along with the compared TOR document.

<b>Section Reference</b>	<b>Saanich</b>	<b>Victoria</b>
1.0 Objectives	Does not include study of emergency services in the scope of research	Includes study of emergency services in the scope of research
2.1 Openness and Transparency	Requires Citizen’s Assembly to regularly share information	Adds requirement to share information on an ongoing and predictable basis
2.5 Independence	Third party consultant to advise Assembly how to best fulfill mandate	Citizen’s Assembly has full discretion to decide how to best fulfill its mandate
2.6 Well-Informed	Requires that the Citizen’s Assembly recommendations to be informed by technical report.	Removes the explicit condition that the Citizen’s Assembly recommendations are informed by the technical report
2.7 Balance	Requires Citizen’s Assembly to consider diversity of voices ad perspectives.	Adds that facilitator will make room for all voices.
2.8 Collaborative decision-making	Requires consensus in recommendations while respecting and documenting divergent views	Adds recourse for majority vote when three or more Citizen’s Assembly members request a majority vote when there is a lack of consensus.
3.0 Mandate	Citizens’ Assembly mandate is to explore costs, benefits, and disadvantages of amalgamation	Citizens’ Assembly mandate is to learn needs and interests of residents, examine implications, and advise Council.  Adds requirement for the Citizens’ Assembly to provide detailed recommendations.
3.6 Cultural and land use priorities	Requires Assembly to examine differences in cultural and land use priorities	Adds examination of similarities and anticipated impacts of amalgamation

3.8 Advantages and disadvantages	Saanich TOR does not contain this section.	Adds this section. Requires Citizen's Assembly to examine advantages and disadvantages of amalgamation for each municipality
3.9 Corporate and governance structures	Requires Assembly to compare corporate structures and approaches to governance	Adds analysis of anticipated impacts of amalgamation.
3.10 Local First Nations	Requires Assembly to examine ongoing work with local First Nations towards Reconciliation	Adds that all Assembly recommendations will be informed by and mindful on ongoing work with local First Nations towards reconciliation
Final paragraph in 3.0	Allows for minority views to be included in the final report	Requires divergent views to be included in the final report
4.0 Constraints on the Assembly	Requires Assembly to consider information from third party technical team in recommendation  Does not require final yes/no recommendation to Council for referendum  Councils are constrained by processes and mandate in the TOR	Does not require Assembly to consider information from third party technical team  Requires Assembly to provide a final yes/no recommendation to Council on whether to proceed to a referendum.  Council is not constrained by processes and mandate in the TOR
5.0 Schedule of Citizen's Assembly	6-12 days of meetings  Beginning in 2019 and ending in 2020  Additional meeting can be scheduled by Chair  Assembly will host multiple round tables  One round table dedicated to technical report	4-6 days of meetings  Beginning in September 2019 and ending in March 2020  Additional meetings can be scheduled by Facilitator  Assembly will host 3 roundtable meetings  No comment about round table topics



	<p>Does not set schedule in TOR</p> <p>Public cannot attend but can be viewed by webcast</p>	<p>Will set schedule in TOR</p> <p>All assemblies are open to the public and no comment about webcast</p>
6.0 Reporting and Communications	<p>Assembly to draft interim direction document as early as possible</p> <p>Final report to be delivered to Council no later than 45 days after last Assembly meeting</p> <p>Final report to include letter from Chair</p> <p>Chair is exclusive spokesperson and approves all public communication</p>	<p>Assembly to draft Interim direction document after second meeting</p> <p>Final report no later than April 2020</p> <p>Final report to include letter from Facilitator. Adds requirement to include correspondence by individual members</p> <p>Facilitator is non-exclusive spokesperson. Members are allowed to share personal views whenever and however</p>
7.1 Recruitment process	<p>Assembly is made up of residents and business owners</p>	<p>Assembly is made up of residents</p>
7.2 Number of Members	<p>100 members; 43 Victoria residents and 57 Saanich residents</p> <p>Uses Civic Lottery to select Assembly members</p> <p>Eligible persons are:</p> <ul style="list-style-type: none"> <li>- Residents in legal boundaries of municipality</li> <li>- At least 16 years of age on date of lottery</li> <li>- Only one person per household or business</li> <li>- Business owner cannot transfer eligibility to employee</li> </ul>	<p>49 members; 21 Victoria residents and 28 Saanich residents</p> <p>Uses a Civic Lottery and Assembly members are determined jointly by both councils in consultation with Facilitator</p> <p>Eligible persons are:</p> <ul style="list-style-type: none"> <li>- Residents in legal boundaries of municipality</li> <li>- At least 16 years of age on date of lottery</li> <li>- Not staff or elected officials of municipalities</li> </ul>

	<ul style="list-style-type: none"> <li>- Not staff or elected officials of municipalities</li> <li>- Not members of interested stakeholder groups</li> </ul>	
7.3 Assembly composition	<p>Reflect composition of the population of the two municipalities with regard to:</p> <ul style="list-style-type: none"> <li>- Equal proportion of male and female members</li> <li>- Proportionate number of renters and homeowners</li> <li>- Proportionate urban and rural residents</li> <li>- Proportionate residents from both municipalities – 57 Saanich and 43 Victoria</li> <li>- At least 5 members who identify as Aboriginal</li> </ul>	<p>Reflect composition of the population of the two municipalities with regard to:</p> <ul style="list-style-type: none"> <li>- Gender</li> <li>- Broad age group</li> <li>- Renter versus homeowner</li> <li>- Aboriginal/metis status and at least five members who self-identify as Aboriginal/Metis</li> </ul>
After 7.3 assembly composition	<p>Reimbursement includes:</p> <ul style="list-style-type: none"> <li>-reasonable childcare, eldercare, and transportation costs</li> <li>-other reasonable expenses that provide barrier to participate</li> <li>-No honorarium</li> </ul> <p>English is working language, no translation services available</p>	<p>Reimbursement includes:</p> <ul style="list-style-type: none"> <li>-reasonable childcare, eldercare, and transportation costs</li> <li>-\$100 honorarium per meeting</li> </ul> <p>No comment about working language or translation services</p>
8.2 Roles and Responsibilities of Chair/Facilitator	<p>Chair to ensure that the Assembly’s learning program is balanced, adequate and reflects a range of reasonable perspectives.</p>	<p>Learning program is responsibility of advisory working group.</p>

	Follow Robert's Rules of Order	Use procedures in the TOR to support deliberation. Opportunity to hold a vote on any given matter conditions.
8.3 Roles and responsibilities of working group	No working group	Working group is responsible for ensuring design and conduct of Assembly are consistent with good democratic practices, and that learning program is balanced, adequate, and reflects a range of perspectives. In Saanich, these are responsibility of Chair.  Sets rules for advisory working group, including inability to comment on recommendations and requirement that members satisfy eligibility rules and are approved by Councils.
8.3 Roles and responsibilities of Saanich/Victoria communities	Includes to attend occasional open sessions	Does not include attendance at open sessions
8.3 Roles and responsibilities of Saanich/Victoria	Officials and staff to support at arm's length	Officials and staff to support without requirement for arm's length
10. Process Concerns	Does not include this section.	Adds this section If Facilitator or Assembly lose confidence in process, can appeal for review to the Joint Standing Committee

# ~~DRAFT for Discussion~~

Terms of Reference – Citizens' Assembly ~~between~~on the Amalgamation of the District of Saanich and the City of Victoria – Victoria City Council Endorsed

## Terms of Reference

The following Community Opinion Question was included on the ballot for the 2018 General and Local School Board Elections ~~in Saanich and Victoria and supported by a majority of voters in both municipalities.:~~

***“Are you in favour of spending up to \$250,000 for establishing a Citizens’ Assembly to explore the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria?” (the “Question”)***

### 1.0 ~~The District of Saanich and the City of Victoria Objectives~~

The municipalities of Saanich and Victoria have adopted an innovative and transparent public process to ~~explore~~support the completion of an analysis of the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria ~~(the “Question”).~~ The Citizens’ Assembly (the “Assembly”) process is expected to be a deliberative one, providing the residents of ~~Saanich and Victoria~~ and Saanich with the opportunity to directly and actively participate in evaluating the case for the municipalities’ amalgamation.

The Assembly is expected to be an impartial advisory body that is tasked with representing the residents of ~~Saanich and Victoria~~ and Saanich in investigating the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria. ~~The~~In doing so, the Assembly will exemplify the highest standards of transparency, accountability and citizen engagement in ~~delivering their report findings~~reaching detailed recommendations to the respective municipal Councils.

In establishing the Assembly, the municipalities have three objectives:

- ~~1.1~~ 1.1 ———— To learn about the costs, benefits and disadvantages of the amalgamation ~~—between the District of Saanich and the City of Victoria including shared and —contrasting values, concerns and needs of residents of~~ Victoria and Saanich and Victoria ~~—regarding~~ neighbourhoods, change, growth, service delivery, governance, capital ~~——and~~ infrastructure needs,

land use planning, emergency services and strategic and regulatory frameworks.

- 1.2 To fully understand the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria including residents' visions/vision for the future of their respective communities/community and potentially an amalgamated Municipality/municipality.
- 1.3 To provide local residents with an unprecedented opportunity to explore the future of Saanich and Victoria/their communities.

## 2.0 Guiding Principles for the Citizens' Assembly

### ~~2.0 Guiding Principles for the Citizens' Assembly~~

2.1— **Openness and Transparency** – The Assembly will regularly share its learning and deliberations with the public on an ongoing and predicable basis.

~~2.2.2~~ **Accountability and Legitimacy** – The Assembly will work within a defined mandate and budget on behalf of the residents of Saanich and Victoria. The Assembly will deliver its Final Report directly to the Municipal/respective municipal Councils of Saanich and Victoria.

~~2.6~~2.3 **Effective Representation** – The Assembly will be charged with the responsibility of representing the needs and interests of the residents of Saanich and Victoria. The members of the Assembly will be selected to broadly represent the demographics of the municipalities.

~~2.8~~2.4 **Accessibility** – The Assembly will provide reasonable supports to address barriers that may prevent a member of the Assembly from participating successfully.

2.5 **Independence** – The Assembly will have full independence to determine how to best fulfill its mandate, ~~under the advisement of an experienced, third-party consultant who will facilitate the~~

~~2.10~~— **Well-informed** – The Assembly ~~process~~.

~~2.12~~2.6 **Well-Informed**—will deliver sound recommendations in its Final Report. The Assembly's recommendations will be informed by a range of perspectives and sources of expertise ~~including the technical report~~.

~~2.142.7~~ **Balance** – The Assembly will consider a diversity of voices and perspectives in its deliberations. The Facilitator will work to ensure that there is room for all voices.

~~2.162.8~~ **Collaborative Decision-Making**~~decision-making~~ – The Assembly will work towards consensus when drafting their recommendations, while also respecting and documenting differing perspectives among its members and retaining a recourse to majority vote.

~~2.182.9~~ **Respect** – The Assembly will strive to be conscientious and fair-minded in their deliberations and in their consultations with the residents of Saanich and Victoria and Saanich.

### 3.0 Mandate of the Citizens' Assembly

The Assembly is tasked by the District of Saanich and the City of Victoria to ~~explore the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria~~ learn about the needs and interests of local residents, examine the full basket of implications of creating a new, amalgamated municipal structure, and advise the respective Councils on whether or not the municipalities should proceed towards amalgamation.

Specifically, the Assembly will:

3.1 Identify common aspirations for good local governance to provide a basis for evaluating ~~costs, benefits and disadvantages of~~ amalgamation and status quo ~~of the municipalities relative to their current independent status.~~

3.2 List the issues ~~which~~that the Assembly believes needs to be satisfactorily resolved for amalgamation to merit consideration.

3.3 Detail recommendation(s) concerning the amalgamation of Victoria and Saanich, including any conditions that need to be satisfied if an amalgamation was to proceed.

~~3.33.4~~ List issues ~~related to and~~ recommendations for addressing identified issues with regard to the implementation and the integration of the municipalities ~~under~~should the Assembly recommend amalgamation.

In satisfying their mandate and developing recommendations, the Assembly will be expected to consider and analyze ~~the positive and negative impacts of amalgamation~~ (at a minimum) the following:

~~3.43.5~~ Assets and liabilities of Saanich and Victoria including any related impacts on local rate payers resulting from amalgamation.

~~3.6~~ Cultural and land use priorities and similarities and differences of the two municipalities—and any anticipated impacts arising from amalgamation.

~~3.6~~3.7 Balance of the issues of economy of scale with community identity and representation.

~~3.8~~ Delineation of the clear weighing of the overall advantages versus disadvantages accruing to the individual municipalities versus those accruing solely to a combined municipality arising from amalgamation.

~~3.9~~ Comparison of corporate structures and approaches to governance of the two municipalities—Ongoing and the anticipated impacts (positive and negative) arising from amalgamation.

~~3.8~~3.10 All analysis and recommendations of the Assembly are informed and mindful of the ongoing work with local First Nations ~~toward Reconciliation of reconciliation.~~

~~3.11~~ Consideration of benefits and costs of amalgamation over both the short and long terms (i.e. Over 5 year, 20 year, 50 year horizons).

~~3.10~~ Neighbourhood level implications.

~~3.12~~ Congruency Consideration of impacts at the neighbourhood level not only for the broad community.

~~3.12~~3.13 Consideration of the congruency and alignment of ~~strategic and political priorities of the municipalities (as expressed in Strategic Plans, the~~ Official Community Plans and other significant strategic and plan documents). of the municipalities.

~~3.14~~ Past investment in and future needs for— Consideration of democratic representation and accessibility of elected officials to residents and other stakeholders.

~~3.14~~3.15 Status and strategies of capital ~~assets, and~~ infrastructure replacement reserves including the analysis of anticipated impacts on an amalgamated municipality.

3.16 Variations in levels of service of the two municipalities including the development of clear recommendations on aligning service levels in an amalgamated municipality.

~~3.10~~ Clear delineation of advantages and disadvantages for the respective municipality in considering full amalgamation versus those accruing solely to a combined municipality arising from amalgamation.

~~3.1~~3.11 ~~To the extent possible, consideration of costs, benefits and disadvantages of amalgamation between the District of Saanich and the City of~~

~~Victoria over both the short and long terms (i.e. is not recommended by the Assembly, commentary Over 5 year, 20 year, 50 year horizons).~~

~~3.17 3.12~~ ~~Commentary~~ from the Assembly on other opportunities for service integration is considered part of the Assembly's mandate.

~~3.18 3.13~~ If full amalgamation of Saanich and Victoria is recommended by the Assembly, commentary and recommendations from the Assembly on the integration of full municipal operations (both in the short and longer term) is expected as part of the Assembly's mandate.

~~3.14~~ In meeting its mandate and the expectations outlined in the Terms of Reference, the Assembly will, to the greatest extent possible, represent the consensus view of the members. ~~Minority Divergent~~ views of Assembly members and community members may will also be included in the Citizens' Assembly's Final Report.

#### 4.0 Constraints on the Citizens' Assembly

The Assembly will enjoy wide latitude, subject to the processes and mandate laid out in the Terms of Reference, in its ability to make recommendations to ~~Saanich and~~ Victoria and Saanich regarding the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria.

~~Recommendations must take into consideration the information gathered by a third party technical team. In accordance with the process guidance provided by the Ministry of Municipal Affairs and Housing, the Municipal Recommendations must include a final Yes/No recommendation to the respective Councils on proceeding towards a Referendum on amalgamation. The Councils of Saanich and Victoria will have the final authority to accept, modify or reject specific recommendations from the Assembly subject to the processes and mandate laid out in the Terms of Reference at their discretion.~~

#### 5.0 Schedule of the Citizens' Assembly

The Citizens' Assembly will convene during ~~4-6-12 full-day~~ Saturday sessions beginning in September 2019, and concluding in March 2020. Additional meetings of the Assembly may be scheduled at the discretion of the ~~Chair of the Assembly (see 8.2 for roles and responsibilities of the Chair).~~ Meetings of the Assembly will ~~not allow the public to attend in person but will be viewable by the public through~~ webcast.Facilitator. The Citizens' Assembly will also host ~~multiple public~~ 3 roundtable meetings in both municipalities with public participation during the course of ~~the Assembly their session's~~ schedule, ~~with one of the meetings to discuss the technical report, which will be open to all local residents.~~



The Assembly ~~at the start of their process will set and define their~~ will meet according to the following schedule.:

- TBD
- TBD
- TBD
- TBD
- TBD
- TBD

All meetings of the Assembly will be open to the public.

## 6.0 Reporting and ~~Communication~~ Communications of the Citizens' Assembly

The Citizens' Assembly will communicate regularly about its work to the public, Municipal Councils ~~of Saanich and Victoria~~ and to the joint ~~municipal working group as outlined below~~ Municipal Working Group.

### ~~6.1~~

#### General Reporting

~~The municipalities~~ Municipalities will develop a shared webpage that will list the members of ~~the~~ Assembly, a detailed agenda including all speakers and resources, and the ~~Assembly's~~ Terms of Reference. Following each Assembly meeting, a brief ~~summary~~ of its activities and progress will be posted.

### ~~6.2~~ Interim Directions Document

~~As early as possible in their process~~ Following its second meeting, the Assembly will issue a brief directions ~~document~~ listing its draft values, and the issues or questions that the Assembly ~~believes~~ deserve further study and consideration ~~during their deliberations~~.

### 6.3 Final Report

~~The Assembly will deliver its Final Report to the Municipal Councils of Saanich and Victoria~~ report to the Municipalities no later than ~~45 days after the last Assembly meeting~~ April 2020. The report ~~will~~ include a letter from the ~~Chair~~ Facilitator, an overview of the process, and the ~~proposed~~ values, identified issues and final recommendations of the Assembly. ~~It will also include an Appendix~~ appendix that ~~will contain~~ contains copies of all materials ~~considered~~ by the Assembly, a list of the members of the Assembly, and any correspondence provided by individual members and a ~~'Minority Report'~~ 'minority report' that documents any dissenting perspectives.

### ~~6.4~~ Communications

~~The Chair~~ Assembly's Facilitator is authorized as the ~~exclusive~~ spokesperson for the Assembly ~~and will approve all public communications~~.

~~Members of the Assembly are free to share personal views regarding the Assembly's conduct of the Assembly unless otherwise delegated whenever and however they choose.~~

~~6.5—The Citizens' Assembly will present the Final Report~~this report to the ~~respective~~ Municipal Councils ~~of Saanich and Victoria~~, which may, at their discretion, refer the report to ~~—municipal staff~~the respective municipalities' Staffs for comment, response and clarification, where appropriate, ~~—prior~~ to considering the final recommendations.

## 7.0 Composition of the Citizens' Assembly

### ~~—7.1 —~~Recruitment Process

~~—~~Members of the Citizens' Assembly will be randomly selected by Civic Lottery — a ~~—~~mechanism that ensures that a broad, representative cross-section of local ~~—~~residents ~~and business owners~~ are selected to participate.

### 7.2 —Number of Members

The ~~number of members of the Citizen's~~ Assembly will ~~consist of 100 members~~be 21 Victoria residents and 28 Saanich residents determined jointly by Saanich and Victoria Councils in consultation with the Citizen's Assembly Facilitator. In order to be eligible to serve on ~~the~~this Citizens' Assembly, an applicant must:

- ~~• —7.2.1—~~Reside within the legal municipal boundaries of the District of Saanich or the ~~—~~City of Victoria ~~as defined by the area map. (See Map XXXX); and~~

~~—7.2.2—~~Be at least 16 years of age ~~on the date of the Civic Lottery;~~

- ~~• —7.2.3—~~Only one person per residential address (unit in building) or business address will be eligible to become a member as of the Assembly September 1, 2019.

~~7.2.4—~~If a member of the Assembly is a business owner, they cannot transfer their eligibility to an employee.

- ~~• —7.2.5—~~Employees of the District of Saanich ~~and the~~or City of Victoria, as ~~—~~well as elected officials (municipal, provincial or federal), are ineligible to ~~—~~serve as Assembly members.

~~7.2.6 The Chair will ensure that individuals that are members of stakeholder groups that support or do not support the amalgamation of Saanich and Victoria, are ineligible to serve as Assembly members.~~

### ~~7.3.3~~ **Assembly Composition**

~~The Assembly will generally reflect the composition of the population of each municipality with regard to:~~

~~7.3.2 An equal proportion of male and female members;~~

~~7.3.3 A proportionate number of members from different age cohorts based on census data;~~

~~7.3.4 A proportionate number of renters and home owners;~~

~~7.3.5 A proportionate number of members from the two municipalities – 57 members from Saanich, 43 members from Victoria (based on BC Statistics population data); and with regard to:~~

~~• At Gender~~

~~• Broad age group~~

~~• Renter versus home owner~~

~~7.3.6 • Aboriginal/metis status and at least five members who self-identify as Aboriginal. (check % of census data) aboriginal/metis.~~

~~7.3.7 A proportionate number of urban and rural residents.~~

~~7.4 Proportions will be established based on the most recent (2016) census profile. —To assist Assembly members to participate, members will be reimbursed for reasonable childcare, eldercare, and transportation costs or other reasonable expenses that could be a barrier to participation and will receive an honorarium of \$100 per meeting. Assistance will also be provided to those members with differing physical or learning abilities.~~

~~7.5 The working language of the Assembly is English. Translation services are not available.~~

## **8.0 Roles and Responsibilities**

### ~~8.1~~ **Roles and Responsibilities of Citizens' Assembly Members**

~~Members of the Assembly are expected to fulfil their duties and agree to:~~

~~8.1.1 • Attend each of the sessions of the Citizens' Assembly as well as public roundtable meetings.~~

~~8.1.2 • Work to understand and represent the varied perspectives of all Saanich and Victoria residents.~~

~~8.1.3 • Treat each other with respect and take an active role in the work of the Assembly.~~

- 8.1.4. •      Work collaboratively to achieve a strong consensus concerning the Assembly's recommendations.

           If a member of the Assembly must withdraw owing to illness or unexpected                            events, ~~their~~ his or her position may be filled from the pool of applicants at the discretion of                            the ChairFacilitator.

## 8.2 — Roles and Responsibilities of the ChairFacilitator

     The ChairFacilitator of the Citizens' Assembly will be ~~the Facilitator~~ appointed by the District of      Saanich and the City of Victoria ~~who will to~~ design and host the ~~meetings and~~      proceedings of the Citizens' Assembly. The ChairFacilitator will not be a municipal employee and is      expected to remain neutral with regards to the recommendations or direction of      the Assembly. The ChairFacilitator, with the support of an Assembly Working Group, is charged to:

- 8.2.1. •      Oversee a fair and representative member selection process.

- 8.2.2. •      Develop a balanced learning program that involves residents, community organizations and experts to provide a range of perspectives.

~~8.2.3. •      Ensure that the Assembly's learning program is balanced, adequate and reflects a range of reasonable perspectives.~~

- 8.2.4. •      ~~Follow Robert's Rules of Order in supporting~~ Supporting respectful dialogue and deliberation amongst members leading to consensus based decisions and uphold assembly procedures as per these terms of reference. If members feel that consensus based decision-making is not working at any given point in the deliberations, a group of three members may request that the Facilitator call a vote on any given matter. Once three members ask for this, the Facilitator must ask the assembly to decide the matter by vote.

- 8.2.5. •      Ensure that regular updates concerning the Assembly's proceedings are made publicly available.

- 8.2.6. •      Provide opportunities to inform and convey perspectives from local residents and stakeholders to Assembly members.

- 8.2.7. •      Produce and deliver a Final Report concerning the Assembly's activities and recommendations to the ~~Municipal~~ municipal Councils ~~of Saanich and Victoria~~.

- 8.2.8. •      Exercise discretion in ensuring the integrity and sound conduct of the Assembly.

## 8.3 Roles and Responsibilities of the Advisory Working Group

The Citizen's assembly has the option to form a Working Group to support the work of the Citizens' Assembly. The role of the Working Group is to provide guidance to the Facilitator and Assembly in order to:

- 8.2.9• Ensure that the design and conduct of the Assembly are consistent with good democratic practices.
- Ensure that the Assembly's learning program is balanced, adequate and reflects a range of reasonable perspectives.

The Working Group will not comment on the recommendations made by the Citizens' Assembly.

The members of the Working Group will be approved by the Councils of the District of Saanich and City of Victoria and will include representatives with well-regarded expertise in local government operation, deliberative processes and governance.

### 8.3 **8.4 Roles and Responsibilities of the Victoria and Saanich Communitycommunity**

~~\_\_\_\_\_~~ All residents of Saanich and Victoria have a role to play in assisting and ensuring ~~\_\_\_\_\_~~ the success of the Citizens' Assembly. Members of the community are encouraged to ~~\_\_\_\_\_~~ participate and:

8.3.1• Attend public roundtable roundtables meetings hosted by members of the Citizens' Assembly to discuss its progress and solicit community perspectives.

~~8.3.2 Attend occasional open sessions of the Assembly to observe its proceedings.~~

8.3.3• Submit ideas to the Assembly website, and review regular public updates.

### **8.5 Roles and Responsibilities of the District of Saanich and the City of Victoria**

~~\_\_\_\_\_~~ ~~The District of Saanich and City of Victoria will respect and support the independence and integrity of the Assembly and the District of Saanich~~  
The role of the municipal elected officials and \_\_\_\_\_ staff will remain at arm's length during deliberations ofis to support the Citizens' Assembly.

~~\_\_\_\_\_~~ Municipal staffThe municipalities will endeavour to:

~~8.4.1 Provide logistical support for Assembly activities, including venue booking, providing food, and additional supports as needed;~~

8.4.2• Provide expertise and access to existing strategic plans, plan, financial and \_\_\_\_\_ other documents; and.

8.4.3• Give careful and timely consideration to the Citizens' Assembly's Final Reportfinal report.

- Provide logistical support for Assembly activities, including venue booking, food, and additional supports as needed. The District of Saanich and City of Victoria will respect and support the independence and integrity of the Citizens’ Assembly.

#### **9.0 — Decision ~~Making~~making of the Assembly**

~~Wherever possible decisions will be made on the consensus of its members. It is~~ It is expected that discussion, debate and decision-making of the Citizens’ Assembly will be ~~undertaken in accordance with Robert’s Rules of Order~~ based on consensus of members. If members feel that consensus based decision making is not working at any given point in the deliberations, a group of three members may request that the Facilitator call a vote on any given matter. Once three members ask for this, the Facilitator must ask the assembly to decide the matter by vote.

~~—Divergent views are to be respected in this process including the opportunity for their expression in a~~ Minority ~~the Final~~ Report of the Assembly submitted to ~~the Municipal~~ Councils of Saanich and Victoria: Councils.

#### **10.0 Process Concerns**

If the facilitator or the majority of the members of the citizens' assembly lose confidence in the process, there is an appeal for review to the Council of Saanich and Victoria through the Joint Standing Committee.

### **Appendix A – Glossary of Terms**

“Citizens Assembly” means the group of citizens of Saanich and Victoria who are appointed to under these Terms of Reference.

“Citizens Assembly Standing Committee” means a Committee of Saanich Council, and a Committee of Victoria Council both or which are established and appointed by the Mayor of each municipality under their respective Terms of Reference

"Facilitator" means the person appointed by Saanich and Victoria Councils as a consultant to lead the Citizen's Assembly process and acts as the Chairperson of the meetings of the Citizen's Assembly

"Joint Committee" means the combined Citizen's Assembly Standing Committees meeting for the purposes outlined in Terms of Reference.

"Working Group" means a group of people, independent from the Citizen's Assembly appointed to provide technical expertise and guidance as outlined in section 8.3 of the Terms of Reference.