

# City of Mississauga Corporate Report



<p>Date: April 26, 2022</p> <p>To: Chair and Members of Governance Committee</p>	<p>Originator's files:</p>
<p>From: Paul Mitcham, P.Eng, MBA, City Manager and Chief Administrative Officer</p>	<p>Meeting date: June 7, 2022</p>

## Subject

**Speaking Order Precedence and Protocol Elements to be Implemented During Official and Community-led Events**

## Recommendation

1. That both the Speaking Order and Order of Precedence for Parades/Processions included in the City's Civic Protocol Policy 06-02-01 be adhered to as strictly as possible.
2. That the language included in the City's Civic Protocol Policy 06-02-01 be strengthened to make it mandatory to have the Mayor or councillor designate speak first at City-funded community events or events on City property if schedules allow.
3. That the language of the terms and conditions of City grant applications be strengthened to ensure the Mayor and or appropriate Member(s) of Council are invited to speak at events that are supported by City grants. During such events, the Mayor or Acting Mayor would speak first after initial welcome remarks by the event MC.
4. That the Director, Strategic Communications and Initiatives Division, review the language used in all grant and permit applications to ensure the protocol elements are included in the Terms and Conditions section of the applications before the contracts are signed, wherever possible.
5. That the City remove federal and provincial candidates from the invitation list used for all official openings during provincial and federal election periods.
6. That the City-approved Land Acknowledgement Statement be read during all official events and openings, and at all events hosted by groups receiving City grant funding.
7. That the Protocol Overview Statement be included on appropriate event and grant webpages.

## Executive Summary

- Although the City has a Civic Protocol Policy in place that focuses on certain processes such as who speaks first at events, who leads a procession, etc., at times there is still confusion and sometimes disregard for this policy and the guidelines offered within.
- In preparation of the 2023 event season, City staff will review the applicable protocol

policies to strengthen the language as it pertains to the role of the Mayor and Members of Council during official openings and events.

- Wherever possible, staff will stress the need for groups hosting events at City facilities to adhere to the City's protocol.
- Staff will also provide guidance on protocol to groups receiving funding as part of the City's grants program.

## Background

Although the City's Civic Protocol Policy 06-02-01 prescribes certain processes, such as who speaks first at events and who leads a procession, there is still confusion and sometimes disregard by event organizers for this policy and the guidelines offered within.

For official events and openings, other levels of government are informed in advance that the Mayor will speak first, as per the City's policy. However, if there is a signed funding agreement that indicates the provincial or federal government representatives will have the opportunity to speak first, there is often resistance from funding partners to the City's policy. Staff work to adhere to the City's protocol policies as best as possible, but it is not always possible to enforce them.

With respect to grant-supported or community-led celebrations, it has not been the practice of the City to provide event organizers with our event protocol and what is expected of them when hosting a celebration on City property. As a result, the Mayor and Members of Council are invited to the event and/or acknowledged and asked to speak during the celebration on an ad hoc basis.

### Current Challenges

The difficulties faced by the City when it comes to speaking order precedence are similar to those endured by neighbouring municipalities. Staff conducted a benchmarking of other municipalities and found:

- Insistence by the Provincial or Federal Governments to speak first at events when there is a funding agreement in place regardless of what is stated in the Civic Protocol policy;
- Grant funding contracts are drafted, approved and signed without review by the Director, Strategic Communications and Initiatives to ensure the protocol elements are included in the Terms and Conditions section of the applications so input from a protocol perspective is not shared; and
- When a community-led event is funded entirely by an external organization, it is difficult to explain why the City's protocol must be followed.

A full review of the benchmarking can be found in Appendix II.

### Official Openings and Events Protocol

The Mayor and Members of Council are hosts for all Official City openings and events in which a professional host or member of the City's Leadership Team are not used (i.e. Remembrance

Day Ceremony at the Civic Centre; Canada Day at Mississauga Celebration Square; and Light up the Square). In this case, the councillor for the ward in which the event is located acts as master of ceremonies. All other councillors attending the event are recognized as special guests, as are other dignitaries in attendance.

Elected officials speak before other speakers, in the following order:

- Mayor or Acting Mayor – brings greetings from the City (the Mayor may defer to the local ward councillor)
- Regional Chair
- Area MP and MPP
- Other speaking guests (non-elected officials)

The City's policy states that Federal and Provincial Government representatives will only be invited to speak when there is a partnership/funding agreement in place. In this case, no more than one federal representative and one provincial representative will speak at an event. In cases where there is no partnership/funding agreement in place the Mayor and/or ward councillor may choose to make an exception and invite the Federal and/or Provincial Government representative to speak.

Additionally, there are no restrictions in current City policies that indicate whether local Members of Parliament (MPs) and Members of Provincial Parliament (MPPs) may participate in official City events during an election period when they are candidates.

### **Indigenous Recognition**

In November 2021, the City approved having a renewed Land Acknowledgement and Statement of Reconciliation be read at all Standing and Advisory Committee meetings. Although the Land Acknowledgement Statement is often read by the event Master of Ceremonies (MC) during Official Openings and Events, this is done on an ad hoc basis. There is nothing currently in the City's Official Openings and Events Policy or Civic Protocol Policy that makes this mandatory.

## **Comments**

At the Governance Committee meeting of March 28, 2022, the Committee instructed staff to review the current speaking protocols and provide recommendations on how best to strengthen and better enforce the protocols, especially for those groups that receive grant funding from the City and those that host events on City property. The following are recommendations from staff to strengthen and enforce City protocols.

### **Grant-Supported Events**

When working with external partners and clients for the City, grant-supported and community-led celebrations, permits, grants and contracts will only be approved once the Civic Protocol Policy has been read and the terms of the policy agreed to. A copy of the policy will also be included in all packages shared with these groups upon the completion of the grant/permit process.

In preparation of the 2023 event season, staff will strengthen the language in our protocol policies as it pertains to the role of the Mayor and Members of Council during official openings and events.

The following paragraph is currently included in the Civic Protocol Policy in the External Partner Events section:

*Partnership events where the City is not the host may follow City Protocol; however, the opening ceremony varies in accordance with the partnership agreement.*

Staff recommend strengthening this to read:

*In negotiating partnership agreements for partnership events where the City is not the host, the City position shall be that City Protocol is to be followed wherever possible. Although the format of the opening ceremony may vary, the speaking order and precedence of the Mayor and/or Ward Councillor should not.*

Additionally, in the Community Events section of the same policy, the following information is shared:

*Community Events are funded by an external organization where the Mayor and Members of Council are invited guests. Generally, the Mayor brings greetings from the City (the Mayor may defer greetings to the ward councillor) and speaks immediately after the master of ceremonies' opening remarks and introductions, followed by the ward councillor, if applicable, and then other speaking guests. However, the program agenda is at the discretion of the community event organizer.*

Staff recommend strengthening this to read:

*Community Events are funded by an external organization where the Mayor and Members of Council are invited guests. For all events taking place on City-owned property, the Mayor will be invited to bring greetings from the City (the Mayor may defer greetings to the ward councillor) and speaks immediately after the master of ceremonies' opening remarks and introductions, followed by the ward councillor, if applicable, and then other speaking guests.*

### **Events with Funding Partners**

Staff will continue to work closely with external funding partners, most notably the federal and provincial governments, regarding adhering to City protocol at these events. Staff recommend that the Director of Strategic Communications have an opportunity to review the proposed protocols in the funding agreement prior to it being signed by the City.

**Indigenous Land Acknowledgment**

The City adopted an Indigenous land acknowledgment in November 2021 that is currently read before all Council and committee meetings. Staff recommend that this land acknowledgement be read at the start of every official City event and opening, and further, that the City require groups receiving funding to read the acknowledgement at the outset of their events as well. The wording will also be available on the City's website as a resource for all groups to leverage and implement.

**Federal and Provincial Candidates**

Staff recommend that during federal election periods, MPs not be invited to official openings or events if they are candidates for election. Further, no candidates during a federal election period will be invited to official City events. The same process will be followed during a provincial election period. This will eliminate confusion and create fairness for all candidates.

**Financial Impact**

There will be no financial impact on the City of Mississauga to enhance and/or add information to webpages, contracts, etc. that focuses on protocol processes and expectations during City, grant-supported and community-led events.

**Conclusion**

Governance Committee's approval of the enhancements outlined in this report will help to ensure that the Mayor and/or Members of Council are notified, acknowledged and represented appropriately during all events that take place at City-owned and operated facilities and outdoor areas and at City-funded events.

**Attachments**

Appendix I: Civic Protocol Policy 06-02-01

Appendix II: Local Benchmarking

Appendix III: Protocol Overview Statement

Appendix IV: Land Acknowledgment Statement



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