
Diversity and Inclusion Advisory Committee

Date

November 18, 2015

Time

6:00 p.m.

Location

OMB Hearing Room, 2th FLOOR, CIVIC CENTRE,
300 CITY CENTRE DRIVE, MISSISSAUGA, ONTARIO L5B 3C1
<http://www.mississauga.ca>

Members

Citizen Members

Abdul Qayyum Mufti
Ahmed Hamud
Asha Luthra
Bhagwan (Gary) Grewal
Daven Seebarran
Denise Gordon-Mohamud
E. Justin Ratnarajah
Hanoz Kapadia
Irfan Malik
Josephine Bau
Kris Noakes
Lilian Kwok
Nagwa Abou El-Naga
Pradip Francis Rodrigues
Pervez Akhter
Rajinder Saini
Ram Dhanjal
Sarwan Liddar
Suelyn Knight
Vikas Kohli

Stakeholders

Christopher Taylor
Paula De Coito
Sandeep Tatla
Sharon Douglas

Members of Council

Councillor Sue McFadden (Chair)
Councillor Ron Starr (Vice-Chair)
Mayor Bonnie Crombie

Contact

Diana Rusnov, Manager, Legislative Services

905-615-3200 ext. 5421/ Email diana.rusnov@mississauga.ca

Find it online

<http://www.mississauga.ca/portal/cityhall/diversityandinclusioncommittee>

1. CALL TO ORDER

2. APPROVAL OF THE AGENDA

3. DECLARATION OF CONFLICT OF INTEREST

4. MINUTES OF PREVIOUS MEETING

- a) Minutes of the June 9, 2015 meeting of the Diversity and Inclusion Advisory Committee

Recommend Approval

5. PRESENTATIONS - Nil

6. DEPUTATIONS

- a) Ivana Di Millo, Director, Communications will provide to an update on the Multicultural Media and Advertising Strategy previously presented to the Diversity and Inclusion Advisory Committee on June 9, 2015. *Original report referred from the April 22, 2015 General Committee to the Diversity and Inclusion Advisory Committee is attached for information purposes.*
- b) Amrita Kumar-Ratta, Project Lead – Diversity and Inclusion Charter of Peel, Regional Diversity Roundtable will speak to the Inclusion Charter of Peel. *Referred to Diversity and Inclusion Advisory Committee from September 9, 2015 General Committee.*
- c) Raj Chopra and Maureen Brown will speak to the Mississauga Diversity Program.

7. MATTERS TO BE CONSIDERED

- a) Community Recognition – Program, Policy and Process for Requests In Support of Community Campaigns and Special Events. (deferred from June 9, 2015 DIAC agenda)

Members of the Diversity and Inclusion Advisory Committee to review the Corporate Report dated April 8, 2015 from the Commissioner of Corporate Services and Chief Financial Officer entitled “Community Recognition – Program, Policy and Process for Requests in Support of Community Campaigns and Special Events”. This report was considered at the April 22, 2015 General Committee meeting and referred to the Diversity and Inclusion Advisory Committee.

- b) Mississauga Gives,

Resolution 0141-2015 approved by Council on June 10, 2015, “That the City of Mississauga support and endorse Mississauga Gives on December 1, 2015 known as ‘Giving Tuesday’ and that the request for declaration of ‘Giving Tuesday in Mississauga’ and the associated lighting of Celebration Square/Clock Tower be deferred until DIAC and Council have dealt with the Declaration and Proclamation Policy review”

- c) Diversity and Inclusion Advisory Committee vision and action plan arising from the September 30, 2015 and October 28, 2015 facilitated sessions.

8. OTHER BUSINESS

9. DATE OF NEXT MEETING

Wednesday, January 13, 2015 6:00 p.m.
OMB hearing room, 2nd floor, Civic Centre.

10. ADJOURNMENT



MINUTES

DIVERSITY AND INCLUSION ADVISORY COMMITTEE

THE CORPORATION OF THE CITY OF MISSISSAUGA
(www.mississauga.ca)

TUESDAY, JUNE 9, 2015 – 4:03 PM

COUNCIL CHAMBER, SECOND FLOOR, CIVIC CENTRE

300 CITY CENTRE DRIVE, MISSISSAUGA, ONTARIO L5B 3C1

Citizen Members Present

Abdul Qayyum Mufti
Ahmed Hamud
Asha Luthra
Bhagwan (Gary) Grewal
Daven Seebarran
Denise Gordon-Mohamud
E. Justin Ratnarajah
Hanoz Kapadia
Irfan Malik
Josephine Bau
Kris Noakes
Lilian Kwok
Nagwa Abou El-Naga
Pradip Francis Rodrigues
Pervez Akhter
Rajinder Saini
Ram Dhanjal
Sarwan Liddar
Suelyn Knight
Vikas Kohli

Stakeholders Present

Christopher Taylor
Paula De Coito
Sandeep Tatla
Sharon Douglas

Members of Council Present

Mayor Bonnie Crombie
Councillor Ron Starr
Councillor Sue McFadden

Staff Members Present

Janice Baker, City Manager, CAO
Gary Kent, Commissioner of Corporate Services and Chief Financial Officer
Crystal Greer, Director, Legislative Services and City Clerk
Diana Rusnov, Manager, Legislative Services and Deputy Clerk
Stephanie Smith, Legislative Coordinator

CALL TO ORDER 4:03 P.M.

APPROVAL OF THE AGENDA

Approved (Councillor McFadden)

DECLARATIONS OF CONFLICT OF INTEREST - Nil

DEPUTATIONS/PRESENTATIONS - Nil

MATTERS CONSIDERED

1. Appointment of Chair

Councillor Starr nominated Councillor McFadden as Chair for the Diversity and Inclusion Advisory Committee. Councillor McFadden accepted the nomination.

The following motion was voted on and carried.

RECOMMENDATION

That Councillor McFadden be appointed as Chair of the Diversity and Inclusion Advisory Committee for a term of office to November 30, 2018, or until a successor is appointed.

Approved (Councillor Starr)

Recommendation DIAC-0001-2015

2. Appointment of Vice-Chair

Councillor McFadden nominated Councillor Starr as Vice-Chair for the Diversity and Inclusion Advisory Committee. Councillor Starr accepted the nomination.

The following motion was voted on and carried.

RECOMMENDATION

That Councillor Starr be appointed as Vice-Chair of the Diversity and Inclusion Advisory Committee for a term of office to November 30, 2018, or until a successor is appointed.

(2)

Approved (Councillor McFadden)
Recommendation DIAC-0002-2015

3. Terms of Reference for the Diversity and Inclusion Advisory Committee

Mayor Crombie spoke to Council's support of diversity in the City of Mississauga, the role of Stakeholders and the Committees role over the next three years.

Abdul Mufti, Citizen Member noted that the Committee's mandate and the definition of diversity needs to be made clear.

Paula de Coito, Stakeholder spoke to creating a glossary of key terms to be included in Terms of Reference.

RECOMMENDATION

That the Terms of Reference for the Diversity and Inclusion Advisory Committee be received.

Received (A.Q. Mufti)
Recommendation DIAC-0003-2015

4. Committee Procedures for the Diversity and Inclusion Advisory Committee

Crystal Greer, Director, Legislative Services spoke to Committee procedures and the City's Procedural By-law. She outlined the Council Committee structure, advisory committee processes, such as; agendas and minutes, a Diversity and Inclusion Advisory Committee (DIAC) work plan, debating and discussion protocols, voting on matters, discussion points on the agenda, quorum for DIAC (12 voting members), Legislative Coordinators role and the multi-purpose parking pass.

Members of the Committee enquired about teleconference meetings, voting rights, access to staff and conflict of interest. Ms. Greer advised that we do not hold meetings via teleconference and further explained voting matters at Committee. She noted that request should go through the Legislative Coordinator, Stephanie Smith.

(4)

RECOMMENDATION

That the deputation from Crystal Greer, Director, Legislative Services regarding Committee procedures and the City's Procedural By-law be received.

Received (I. Malik)

Recommendation DIAC-0004-2015

5. Introduction of Citizen Members and Stakeholders

Committee members and Stakeholders did brief introductions of themselves and provided background information of their personal and professional backgrounds.

6. Development of the Diversity and Inclusion Advisory Committee 2015 Work Plan

Members of the Diversity and Inclusion Advisory Committee (DIAC) discussed their development of the 2015 work plan.

Members of the Committee engaged in discussion and raised the following points;

- Creating short, medium and long term DIAC goals.
- Frequency of meetings.
- A template to create the work plan and if the work plan should be focused on visions or objectives.
- Creating tangible ideas that are measurable.
- Being cost effective with ideas.
- Educating and communicating various communities of services that are already available.
- Combining ideas to specific interests.
- The importance of teamwork, policies and engagements.
- Follow best practices that are already currently being implemented.
- A mandate to engage communities to identify gaps.
- Working in small groups to set priorities.

Janice Baker, City Manager & CAO spoke to conducting a facilitated meeting to brainstorm ideas to create a tangible work plan for the Committee.

7. 2015 Diversity and Inclusion Advisory Committee Meeting Schedule

Members of the Diversity and Inclusion Advisory Committee discussed the memorandum dated June 3, 2015 from Stephanie Smith, Legislative Coordinator regarding future meeting dates and times.

RECOMMENDATION

That future Diversity and Inclusion Advisory Committee meetings be held on Wednesday evenings at 6:00p.m., where possible.

Received (Councillor Starr)

Recommendation DIAC-0005-2015

8. Multicultural Media and Advertising Strategy

Members of the Diversity and Inclusion Advisory Committee reviewed the Corporate Report dated April 6, 2015 from the Commissioner of Corporate Services and Chief Financial Officer entitled "Multicultural Media and Advertising Strategy".

Ivana Di Millo, Director, Communications and Debra Chan, Account Director Argyle Communications spoke to the background of communicating to citizens, body of research, community outreach, goals of multi-cultural media, multicultural outreach in the areas of fire, human resources, corporate communications, economic development, transit, clear messaging, multilingual materials and the creation of targeted media. Ms. Di Millo further spoke to working with a \$15,000 budget to buy standard advertisements for multi-greeting holiday ads.

Members of the Committee engaged in discussion and raised the following points;

- The City of Mississauga media outlet distribution list and focusing on local media outlets.
- Holiday greetings are a great idea but paid editorials would be helpful to bring certain issues to the forefront.
- The decrease in readership of ethnic newspapers.
- Expressed concerns with spending \$15,000 on holiday ads as there is no measurable outcome.
- The need for ethnic media to be more relevant and engaging with the community.
- Demographic targeting in the City of Mississauga.
- The need to educate large populations on services that the City of Mississauga is

already providing for residents.

- Expressed support of spending \$15,000 on holiday ads.
- Using social media to inform communities of services available, but also being aware that not everyone has access to a computer.
- Local newspapers offer free media.
- DIAC members are here to represent their communities and the importance of ethnic newspapers to older generations.
- Spending money on advertising should include all communities in discussions.
- In a democratic society, what is the role of a government that services a multi-language city?
- Understanding the objectives that the City is trying to communicate.
- The need to consult with various community groups to ensure messages are not offending anyone and to be inclusive.
- Using social media hashtags to reach younger generations.
- Holiday greetings should be up to the individual councillors.
- Developing relationships with multi-media outlets.

Ms. Di Millo noted that the information gathered in the Corporate Report was prepared before the formation of DIAC. She noted that she would attend DIAC's visioning session to discuss this matter further and bring back information to a future meeting.

RECOMMENDATION

That the Corporate Report dated April 6, 2015 from the Commissioner of Corporate Services and Chief Financial Officer entitled "Multicultural Media and Advertising Strategy" be deferred to a future Diversity and Inclusion Advisory Committee meeting.

Deferred (Councillor Starr)

Recommendation DIAC-0006-2015

9. Community Recognition - Program, Policy and Process for Requests In Support of Community Campaigns and Special Events

Members of the Diversity and Inclusion Advisory Committee to review the Corporate Report dated April 8, 2015 from the Commissioner of Corporate Services and Chief Financial Officer entitled "Community Recognition - Program, Policy and Process for Requests In Support of Community Campaigns and Special Events".

(9)

Please note that this Corporate Report was considered at the General Committee held on April 22, 2015 and referred to the Diversity and Inclusion Advisory Committee.

This item was not discussed and will be placed on a future DIAC agenda.

OTHER BUSINESS

Councillor McFadden spoke to the Regional Diversity Roundtable Conference being held on June 10, 2015 at Sheridan Collage and that the Peel Regional Police Relation Unit would be holding a Race Against Racism on June 13, 2015 at Mississauga Valley Community Centre at 9:30a.m.

ADJOURNMENT – 6:05 P.M.



Corporate Report

Clerk's Files

Originator's
Files

DIAC - Deputation
bag

12.

DATE: April 6, 2015

TO: Chair and Members of General Committee
Meeting Date: Wednesday, April 22, 2015

FROM: Gary Kent
Commissioner of Corporate Services and Chief Financial Officer

SUBJECT: Multicultural Media and Advertising Strategy

General Committee

APR 22 2015

- RECOMMENDATION:** That the Report dated April 6, 2015, from the Commissioner of Corporate Services and Chief Financial Officer recommending the approval of a new Multicultural Media and Advertising Strategy, be adopted in accordance with the following:
1. That Council adopt a paid advertising approach for multicultural print media based on criteria/format outlined in this report;
 2. That Council support a standard "greeting" advertisement for use in multicultural print media;
 3. That Council endorse the suggested Multicultural Media Greeting Schedule for 2015/16;
 4. That Council approve funding from contingency in the amount of \$15,000 for 2015;
 5. That new multicultural media outlets be added to the City's distribution list at the request of Councillors.

**REPORT
HIGHLIGHTS:**

- The City of Mississauga is committed to managing more robust media relations and expanding into multicultural media relations as recommended by the Communications Master Plan.

- The introduction of a Multicultural Media and Advertising Strategy is a first for the City of Mississauga and will serve as a municipal model on how to best support the delivery and access of two-way communications between the City and its diverse community.
- The goals of the new Multicultural Media and Advertising Strategy are to communicate better with multicultural and multilingual audiences and develop stronger relationships with multicultural media.
- The introduction of new “greetings” paid advertisements in multicultural print media will foster stronger partnership and recognition of the City’s diverse and rich community.

BACKGROUND:

The development of a Multicultural Media and Advertising Strategy was one of the recommendations from the Communications Master Plan, which was endorsed by Council in 2012 and outlined how the City will communicate with its citizens over the next 10 years.

One of the deliverables was “managing more robust media relations and expanding into ethnic media relations.” Developing an ethnic media and advertising strategy was a media relations tactic recommended in the 2014/2015 Media Relations Strategy, approved by LT on January 9, 2014.

In 2014, the Communications Division engaged Argyle Communications following a Request for Proposal process, to provide recommendations for a Multicultural Media and Advertising Strategy aimed at strengthening outreach and engagement with multicultural media, enhance paid advertising and establish criteria on advertising/marketing efforts where language was identified as a barrier.

The consultant’s work included:

1. **Background research - benchmarking**
2. **Stakeholder engagement**
3. **Analysis and interpretation**
4. **Final recommendations**

1. BACKGROUND RESEARCH

During the months of June, July and August 2014, Argyle Communications and the City of Mississauga Communications Division undertook a thorough communications analysis and engagement process which involved the following:

- Review of research material (literature review), including an assessment of tools and communications currently in place to communicate with multicultural audiences for effectiveness, efficiency and overall value;
- Review of best practices (online scan) and case studies, in which the cities were not contacted by phone or in person for the research.

As part of the process, the City of Mississauga examined best practices from other jurisdictions that included: Brampton, Hamilton, Ottawa, Calgary, Richmond, Toronto, Coquitlam, the Australian Cities of Geelong, Monash and Knox, and the province of Ontario. It is noteworthy that, while these jurisdictions had implemented general diversity and multilingual strategies, none specifically had a multicultural media and advertising strategy.

Media audit

As part of the research process, a media audit was conducted. The City's current multicultural media list was reviewed and recommendations on multicultural media that should be included in the City's media distribution list, based on the **top 10 languages** spoken in Mississauga, were made.

2. STAKEHOLDER ENGAGEMENT

During the months of July and August 2014, Argyle Communications facilitated a stakeholder engagement process to seek input from internal and external stakeholders. Input and feedback was solicited from key stakeholders at two in-person stakeholder sessions (one internal and one external) and via an online survey.

The internal stakeholder session, which included Communications, Community Services, and other key City staff, took place at a blended round-table consultation on July 31, 2014, with 19 participants. A round-table discussion was held with 23 external stakeholders, which included multicultural media, community stakeholders, civic leaders, and City residents on August 7, 2014. These key stakeholders were invited based on recommendations and feedback from internal stakeholders, previously-identified external stakeholders, and multicultural media. Feedback was also solicited through an online survey; 105 people participated in early-August to early-September with 14 participants responding.

While the number of individuals contacted through consultations and the survey was not large, a broad and representative sample of individuals was identified to provide the range of feedback the project required.

3. ANALYSIS AND INTERPRETATION

Argyle Communications provided an analysis of the stakeholder feedback and recommendations to improve the City's communications with its diverse residents. See APPENDIX 1 – Consultant's Report – Executive Summary.

4. RECOMMENDATIONS

The consultant's recommendations focused on using better ways to communicate, including the use of clearer plain language texts and multimedia content; and strengthening relationships with multicultural media.

- **Communicate Better**

To communicate with multicultural and multilingual audiences, the City should translate key materials. Staff should determine in advance which materials should be translated, and into which languages, based on the City's overall messaging and strategy. All materials produced by the City in English should be clear and relevant, to ensure maximum understanding of materials that may not be translated. The City should make better use of images, video, and other multimedia communications to better reach English-speaking and non-English speaking audiences alike. Multicultural media in particular want more visual content.

- **Develop Stronger Relationships with Multicultural Media**

Media are an important conduit for information. Traditionally, the City has relied on the Mississauga News for advertising. However, many other quality news outlets are available and the City should take advantage of them. The City should allocate a specific budget to multicultural advertising and sponsored articles. Furthermore, staff should develop a communications plan to ensure that City funds are used to maximum effect.

PRESENT STATUS:

Last October, Communications staff shared the project findings and recommendations with the Leadership Team. Staff proceeded to implement the action items that were within their mandate. The following were implemented:

- Plain language training rolled out to staff
- New outlets added to multicultural media database
- Advertisements placed in media to target top ten languages for major projects (i.e. Election, Budget)
- Creation of targeted media lists through new Cision software

At the time, staff agreed to defer the implementation of the full Multicultural Media and Advertising Strategy including the addition of paid advertising in multicultural media, until after the election of a new Mayor and Council.

COMMENTS:

Staff would like to move forward with a new **Multicultural Media and Advertising Strategy** that is aligned with the new Council in supporting Mississauga's diverse and rich community.

The timing is ideal given the establishment of the City's new Diversity and Inclusion Advisory Committee Advisory, formed to ensure the City's Master Plans are executed with an emphasis on improving diversity and fostering greater inclusion of all residents and stakeholders.

The key element of the Multicultural Media and Advertising Strategy is paid advertising in multicultural print media. As noted in the consultant's report, the City of Mississauga does not purchase "greeting" advertisement as does the City of Brampton yet this is one of the areas deemed important in helping foster stronger outreach and partnership with our diverse community.

Staff recommend paid print advertisement in **multicultural media** that reflects both:

- Mississauga demographics on top 10 languages spoken according to the 2011 Canadian Census*
- Media outlets as suggested in the Media Audit conducted by the consultant

In addition, Communications staff reviewed the multicultural media list and added outlets that regularly cover Mississauga news/events.

* The top 10 languages spoken in Mississauga are: Arabic, Chinese, Polish, Portuguese, Punjabi, Spanish, Tagalog, Tamil, Urdu, Vietnamese and French – 47.6 per cent of residents identified English as their mother tongue (according to the 2011 Canadian Census results).

For purposes of this report, staff would like to submit the attached Multicultural Media list for consideration of paid print greeting advertisements. See APPENDIX 2- Multicultural Media List

In terms of preparing a "greetings" advertisement, staff propose a standard template format featuring:

- Mayor and Members of Council (photo)
- Selected holy days*/ holidays as based on the comprehensive calendar prepared by the Peel Board of Education

*Peel Board produces a calendar on line at peelschools.org that maps out dates based on the following: Aboriginal Spirituality; Baha'i; Buddhism; Christianity; Hinduism; Islam; Jainism; Judaism; Sikhism; Wicca; Zoroastrianism and Canadian holidays.

A mock-up of the paid advertising is attached for reference. See APPENDIX 3.

In order to match greetings with the appropriate media outlet, staff would like to submit a **rotational cycle** of paid advertisements. For example, if more than one media outlet served the community, the greeting ad would be rotated amongst them on an annual basis.

Currently, paid advertising in multicultural media is based on the business service area's funding and understanding of language as a barrier in communicating key program information. For example, advertising is targeted based on specific multicultural marketing and outreach. Examples include the recent Election and Budget outreach. The new Multicultural Media and Advertising Strategy requires dedicated funding beyond what is currently budgeted. Given that advertising rates vary tremendously amongst multicultural media outlets, staff are proposing a fixed budget of \$1000 per media outlet (regardless of ad size/colour) per "greeting" advertisement. Based on up to 15 greeting ads per year, a budget of \$15,000 is suggested to implement this strategy.

Finally, staff would like to submit, the attached schedule for paid print advertisement for multicultural media, for endorsement.

See APPENDIX 4- 2015/2016 Multicultural Media Greeting Schedule

In summary, the schedule reflects:

- Standard template "greeting" advertisement
- Mississauga-based or Mississauga-serving multicultural media outlets
- Standard dollar value of individual advertisement (\$1,000)
- Commonly celebrated holidays/holy days
- Rotational cycle for media outlets representing common language/culture

STRATEGIC PLAN: This report and its key themes of engagement and connecting with multicultural media align with the pillar of Connect, which speaks to completing our neighbourhoods.

FINANCIAL IMPACT: Funding of \$15,000 from contingency reserve is requested for to allow for the program to be implemented beginning in June 2015. The ongoing maintenance of the program will be reflected as a pressure in the 2016 Communications Division Operating Budget.

CONCLUSION: The Multicultural Media and Advertising Strategy outlines the vision, framework and implementation of paid "greeting" advertisements in multicultural print media. This investment in multicultural media will serve to strengthen and build the outreach and engagement between the City and its diverse and rich communities.

ATTACHMENTS:

- Appendix 1: Consultant's Report – Executive Summary
- Appendix 2: Multicultural Media List
- Appendix 3: Mock-up of City "Greeting" Ad
- Appendix 4: 2015/2016 Multicultural Media Greeting Schedule



Gary Kent

Commissioner of Corporate Services and Chief Financial Officer

Prepared By: Ivana Di Millo, Director, Communications

12h

City of Mississauga Report #4: Final Recommendations and Strategy

September 23, 2014

(Revised October 1, 2014)



MISSISSAUGA

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Multicultural Media Strategy Report #4

Stakeholder Insight and Analysis

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Summary

This report was prepared as part of the City of Mississauga's plan to develop a multicultural media and advertising strategy to guide the City on engaging with its diverse community and supporting the delivery and the access of two-way communications (public information) regarding programs and services to support two-way engagement with local government. As Canada's sixth largest city, Mississauga is home to over 750,000 citizens, a majority of whom claim a language other than English as their mother tongue: The top 10 languages spoken in Mississauga are: Arabic, Chinese, Polish, Portuguese, Punjabi, Spanish, Tagalog, Tamil, Urdu, Vietnamese and French – 47.6 per cent of residents identified English as their mother tongue according to the 2011 Canadian Census results.

In 2012, a Communications Master Plan was endorsed by Council, which outlined how the City will communicate with its citizens over the next 10 years. The Master Plan was developed based on industry benchmarks, market research and current communications trends, as well as substantial input from both internal and external stakeholders. One of the deliverables was "managing more robust media relations and expanding into ethnic media relations." The development and implementation of a multicultural media and advertising strategy will help the City of Mississauga continue to position itself as a municipal leader in delivering value oriented services for all its citizens.

As part of the process, the City of Mississauga examined best practices from other jurisdictions that included: Brampton, Hamilton, Ottawa, Calgary, Richmond, Toronto, Coquitlam, the Australian Cities of Geelong, Monash and Knox, and the province of Ontario. It is noteworthy that, while these jurisdictions had implemented general diversity and multilingual strategies, none specifically had a multicultural media and advertising strategy akin to that proposed by the City of Mississauga. Details of the research undertaken and examples of the case studies can be found in *Appendix A*.

Also, a media audit was conducted whereby the City's existing multicultural media distribution list was reviewed, stakeholders were consulted to determine the mostly widely consumed publications/outlets, as well as preferences regarding delivery. As a result, a recommended list of multicultural media was provided to the City based on the Mississauga's top 10 languages (Census results), reach, readership, etc. The media audit can be found in *Appendix A*.

Input and feedback was also solicited from key stakeholders at two in-person stakeholder sessions (one internal and one external) and via an online survey. Invitations were sent to 70 key stakeholders and 59 media to participate in the stakeholder sessions. The internal stakeholder session, which included Communications, Community Services, and other key City staff, took place at a blended round-table consultation on July 31, 2014, with 19 participants. The external stakeholder session, which included multicultural media, community stakeholders, civic leaders, and City residents, received through a blended round-table consultation on August 7, 2014, with 23 participants. These key stakeholders were invited based on recommendations and feedback from internal stakeholders, previously-identified external stakeholders, and multicultural media.

In addition, feedback was solicited through an online survey to 105 people that took place in two waves from early-August to early-September with 14 participants responding. While the number of individuals contacted through consultations and the survey was not large, we were able to identify a broad and representative sample of individuals to provide the range of feedback the project required. Overall, internal stakeholders identified more strengths and threats, while external stakeholders noted more weaknesses, but also more opportunities. Details of the stakeholder sessions and online survey results can be found in *Appendix B*.

From the discussions and research, a number of themes emerged. At the stakeholder sessions, both internal and external commentators identified the following areas to concentrate efforts for maximum impact:

- Recognizing diversity
- Outreach and engagement
- Translation and language

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- Advertising and marketing
- Relationships with multicultural media
- Online communications
- Resources
- Information and research
- Institutional issues

Specific comments by internal and external stakeholders are described in the sections below.

This report provides an analysis of the stakeholder feedback and provides recommendations to improve the City's communications with its diverse residents in the years to come. The recommendations focus on using better ways to communicate, including the use of clearer English-language texts and multimedia content; strengthening relationships with multicultural media; and developing a vision to be integrated into all aspects of city communications. Other recommendations relate to increased diversity and awareness among staff; continued engagement activities; increased collaboration and dialogue; regular reporting; and leveraging outside knowledge and expertise. The report does not establish specific criteria for market research and benchmarking, but does provide recommendations for developing these in future.

SWOT Analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> • Staff diversity (internal stakeholders) • City undertakes a significant number of outreach and engagement activities • Specific City documents available in other languages • Good relationship between City and multicultural media 	<ul style="list-style-type: none"> • Lack of linguistic diversity (external stakeholders) • Lack of diversity (external stakeholders) • Lack of consistency in what materials get translated and why & levels of language used (not understandable by all) • Languages available unclear on website (reliance on Google Translates) • Limited resources for multicultural communications • 311 knowledge base was identified as being incomplete and unable to answer all questions • Reliance on the website, which is difficult to navigate and may not be accessible to all
Opportunities	Threats
<ul style="list-style-type: none"> • Work collaboratively/coordinate with groups already doing outreach to newcomer & multicultural groups • Cultural outreach, as well as linguistic, through churches, religious facilities, and community centres • Extend conversation to community groups online through forums, chats, and conversations that are already happening • Extend relationships with multicultural media, beyond advertising • Provide more context for translated documents • Use more visual content to communicate on website • Different channels to communicate such as mobile and social media tools 	<ul style="list-style-type: none"> • Lack of awareness of outreach & engagement by external stakeholders (missed opportunity to engage newcomers) • Lack of awareness that information available in different languages (risk of information not being reported correctly)

Recognizing Diversity

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Outcomes from other jurisdictions indicate that diversity will be most fully recognized and realized when it is integrated into all other areas of community life.

During consultations, the City's internal stakeholders identified staff diversity as a strength. On the other hand, external stakeholders identified a lack of diversity among City staff as a weakness. External stakeholders raised the issue of linguistic diversity among City staff. External stakeholders were appreciative of the fact that the City was undertaking this consultation, as it indicated the City was engaged on the issue.

Outreach and Engagement

Findings in other jurisdictions showed that successful strategies are not developed top-down. Communities that are successfully implementing multiculturalism plans consult with residents, new arrivals, and service providers to determine attitudes and community needs. (Jurisdictions that deliver newcomer services had an additional line of communication to new residents not available to the City of Mississauga, where such services are delivered by the Region of Peel.)

During consultations, both internal and external stakeholders recognized that the City undertakes a significant number of outreach and engagement activities. Internal stakeholders were able to identify specific programs and initiatives, while external stakeholders had more general impressions (focusing on Mayor McCallion, Celebration Square, festival outreach, and social media). This may indicate a lack of awareness by external stakeholders of all that the City does.

Internal stakeholders identified the need to work collaboratively with business and other groups already doing outreach to newcomer and multicultural groups (e.g., ESL providers). They also identified the need to coordinate among City services, so that if one department (e.g., Fire) is making a presentation, presenters should also bring along information about other City services as well. Internal stakeholders identified that outreach was not just about language, but culture as well, through churches, religious facilities, and community centres.

External stakeholders recommended establishing a multicultural committee with diverse representation to discuss these issues (they appreciated the consultation process and may have perceived it as a first step). They also suggested holding workshops in different languages, and better explaining the "how" and "why" of certain things to new residents (such as why a permit is needed, why a certain office handles an issue, how you submit a form, etc.). They recommended bringing the conversation to community groups online through forums, chats, and conversations that are already happening. A "Multicultural Day" to celebrate the City's diversity was also suggested. External stakeholders further suggested making City services more accessible by providing support for individuals and groups trying to complete grant and permit forms and making City facilities available to various groups for a day.

Translation and Language

While it was not the main focus of their efforts, other jurisdictions identified the need for communications in multiple languages. Translation was recognized as an important part of an integrated multicultural and multilingual communications plan. None of the jurisdictions examined, considered translating all documents, but several noted the importance of making key information available in accessible formats.

In consultations, internal stakeholders were able to identify specific services and information that were available in different languages. They identified the challenge of communicating a lot of information very quickly in different languages (e.g., weather notices, emergencies, evacuation notices, etc.). They further expressed frustration with lack of consistency in what materials get translated and why. Furthermore, it was noted that City documents are drafted in various levels of English (some easy for second-language speakers to read, others not).

External stakeholders appreciated the multilingual holdings in the library collection, but were more critical about the availability of City services in various languages. External stakeholders identified a lack of awareness that information was even available in different languages (since not all had ever received City information in a language other than

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English). External stakeholders suggested identifying the languages that are available on the City website more clearly. They also suggested providing information in other languages on billboards in Celebration Square and other locations and having a native speaker read over translated publications to ensure the translation is correct and clear.

Advertising and Marketing

Marketing and advertising are part of an overall outreach effort in other jurisdictions. These elements support a strong plan and strategy.

In Mississauga, both internal and external stakeholders identified the need to expand advertising and marketing to other outlets and platforms. Internal stakeholders also identified the need to make use of databases to market more effectively.

External stakeholders were able to identify major media in which the City advertises and markets itself (Mississauga News, Rogers Cable 10, social media). However, they suggested better use of radio and television, and use of online banner ads in various languages. They further suggested providing regular advertising, rather than grants to community media organizations, and were of the opinion that the City does not do enough advertising in multicultural newspapers. External stakeholders perceived Mississauga's marketing to be inferior to that of Brampton, Markham, or Richmond Hill, where politicians are involved, financial resources are dedicated, and an advertising strategy is coordinated. They further identified a need for sponsorship or advertising support for community groups and events.

Relationships with Multicultural Media

Other jurisdictions examined identified the importance of strong relationships with media to the overall communications strategy. Media outlets are an effective conduit to audiences the City may not reach on its own. Mississauga is unique among the jurisdictions examined in that it is focusing efforts on developing a plan specific to multicultural and multilingual communications.

Both internal and external stakeholders recognized that a good relationship exists between the City and multicultural media. Internal stakeholders identified successes in having media releases published, and the existence of an extensive multicultural media list. They did find it challenging to manage emerging multicultural media outlets, as well as to understanding and identifying the content multicultural media outlets want (including formalities, such as what language the outlet prefers to receive information in, or what format they need any photo images to be).

External stakeholders identified the need to establish more effective partnerships with media, and that a relationship was not just about buying ads. They suggested connecting with media through various strategies, such as sending greetings at key times of the year and including the media even at small events throughout the year. Such gestures would be appreciated.

Online Communications

Other jurisdictions identified their websites as critical communications portals, citing the need for accessible, relevant, and user-friendly information. Other cities consider their websites to be a primary place residents will look for information about programs and services.

During Mississauga's consultations, internal stakeholders acknowledged that the City's website is heavily text-oriented, without many graphics or images. They identified possible improvements (welcome banner, photos, images, infographics). They did note that Google Translate is available for online documents in an effort to reach out to diverse communities.

External stakeholders also identified the need for more visual content, as this made things easier to communicate. They also found the website hard to navigate and contained too much information. The need for multilingual videos was also

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highlighted. In addition, external stakeholders suggested increasing the use of mobile technology and social media, as well as improving content through more interesting and in-depth stories online.

Resources

At least one other jurisdiction explicitly acknowledged that a multicultural communications plan will have budgetary implications if it is to be effective. By undertaking their analysis and implementing such plans, however, each of these jurisdictions implicitly acknowledges that engaging all residents is not just cost-effective in the long run, but it is the right thing to do.

Internal stakeholders identified the expense associated with advertising and translation as a challenge to reaching all groups, particularly since the number of non-English speakers is relatively small. They perceived that the City's communications tend to be based on resource limitations rather than citizen needs, resulting in inconsistent services.

External stakeholders perceived that the City did not have the budget or resources to dedicate to multicultural communications, and also identified the need for more community development staff. Lack of funding for community organizations and agencies was also identified as an issue.

Information and Research

All jurisdictions examined identified the need to gather information and continue consulting with communities to adjust programs and services as necessary.

Internal stakeholders identified the library system as a source of information to better understand multicultural groups (who uses the library, who lives in the neighbourhood, etc.). They suggested further research be undertaken to understand multicultural communities and their media preferences (e.g., through the Social Media Council or Environics).

External stakeholders also identified the need to know what different communities wanted and needed in media, but noted that there were generational issues as well in how different age groups want to receive information.

Institutional Issues

In Mississauga, internal stakeholders recognized a tendency to communicate in "silos" when communicating with the public. They further identified a need for an overall strategy and a way to prioritize communications, so that they do not all "blend together" and get lost. Internal stakeholders noted that the City's corporate structure and the position of Communications in that structure do not facilitate the reinforcement of strategic priorities, since Communications competes with all other divisions for funding.

External stakeholders also identified the need for a clear agenda (and the promotion of that agenda). With no dedicated liaison or point of contact, it was difficult to raise issues related to diverse communities and get them resolved. External stakeholders also desired easier access to Council and more flexibility and turnover in committees, in order to reflect community diversity.

Other Issues

Mississauga's internal stakeholders identified a lack of awareness and understanding of diverse audiences among City staff as a challenge. They found that cultural challenges were more difficult to solve than linguistic ones. For example, even if documents are translated, people may not understand the "why" (why they need a permit, why a door-to-door evacuation). Newcomers require education and greater context.

External stakeholders noted that City staff often push residents to the website, which is difficult to navigate and may not be accessible (given varying levels of computer literacy and economic access). They noted that many residents did not

know what services were available in which languages, or even where to go for information. The 311 knowledge base was identified as being incomplete and unable to answer all questions.

Recommendations

The research and stakeholder engagement conducted for this project has resulted in the identification of a number of recommendations for the development of a multicultural media and stakeholder strategy for the City of Mississauga. The top three recommendations are as follows:

1. Communicate better.

Even the most brilliant policy initiatives will go nowhere if they are not communicated well. To communicate with multicultural and multilingual audiences, the City should translate key materials. Staff should determine in advance which materials should be translated, and into which languages, based on the City's overall messaging and strategy. All materials produced by the City in English should be clear and relevant, to ensure maximum understanding of materials that may not be translated. The City should make better use of images, video, and other multimedia communications to better reach English-speaking and non-English speaking audiences alike. Multicultural media in particular want more visual content. The City should:

- Develop style guidelines for the production of documents in English, to ensure clarity for native and non-native speakers alike
- Have a native speaker (a formally designated member of City staff, or a roster of staff members) review all translated documents for clarity and style
- Educate City staff on what resources are available in various languages (and why some may not be)
- Develop multimedia communications for media, the web and social media, making it as compelling and "shareable" as possible
- Ensure that diverse communities are represented visually in City communications
- Generate better content by consulting communities and media outlets on what is interesting and relevant to them

2. Develop stronger relationships with multicultural media.

Media are an important conduit for information. Traditionally, the City has relied on the Mississauga News for advertising. However, many other quality news outlets are available and the City should take advantage of them. As part of this project, a media audit was conducted and a recommended list of multicultural media developed - see *Appendix A*. The City should allocate a specific budget to multicultural advertising and sponsored articles. Furthermore, staff should develop a communications plan to ensure that City funds are used to maximum effect. The City should:

- Develop a database of key information for multicultural media outlets in Mississauga (e.g., preferred format to receive news and photographs, approximate advance notice required for attendance at events, publication deadlines, etc.), keeping in mind that there is no one-size-fits-all approach
- Seek further information from multicultural media about how they access and use information from the City
- Organize events with multicultural media stakeholders to strengthen relationships (e.g., receptions for holidays and after major announcements, informal consultations)
- Allocate funds for multicultural media advertising in the yearly budget and work with media outlets to get the best value for money (e.g., package deals)
- Buy ads to publish holiday greetings for various communities in the media they consume
- Sponsor articles in multicultural media to communicate directly to multicultural audiences
- Set aside a yearly budget to respond to advertising requests and create goodwill
- Collaborate on advertising with other City departments or other organizations to keep costs low
- Cultivate stronger professional relationships between City staff and multicultural media members through informal meetings (e.g., for coffee) and emails/telephone calls on issues of interest

3. Develop a vision and integrate it into all aspects of City works and communications.

Other jurisdictions developed vision/mission statements in developing multicultural communications strategies and thoroughly integrated these into all aspects of project implementation. This keeps staff focused on the goals of the strategy and helps avoid distraction. Vision messaging should be:

- Inserted into all communications, so that communities are aware of the City's ultimate aims
- Integrated into internal communications, so that staff are conscious of its importance

The City of Mississauga may also wish to consider some additional recommendations that were identified during the research and stakeholder engagement process, but currently fall outside of the scope of this project. They are as follows:

1. Increase diversity awareness and foster diversity among existing City staff.

Both internal and external stakeholders identified staff diversity as a great asset to the City. The City should increase diversity to ensure that City staff better reflect the community they serve. External stakeholders were concerned about a lack of diversity among City staff. In the short term, this could be mitigated through greater diversity awareness by staff currently employed in the City. The City should consider:

- Yearly diversity education and training for staff
- Inclusion of diversity activities in performance management and review processes
- Organized meetings and discussions between staff and community representatives
- Inclusion of cultural and linguistic diversity as selection criteria in the hiring process
- Advertising City job openings in various multicultural publications and online
- Yearly diversity targets to make the City more representative of its population
- Ensuring representation of diverse groups in City committees and bodies

2. Continue high profile engagement activities.

Engagement by senior officials like the Mayor and councillors sends the message that diverse communities matter. The Mayor and Council should continue engagement activities including:

- Increasing participation in in community festivals and events through attendance, sponsorship, and in-kind contributions
- Attendance at and sponsorship of Celebration Square activities
- Social media

3. Increase collaboration with groups already connected to newcomer and multicultural communities.

The City cannot do everything on its own. Many other organizations – such as ESL providers, businesses, other levels of government, and even other City departments (such as fire) – connect with newcomer and diverse communities in various ways. The City can work with these organizations to leverage existing relationships and reach out to audiences that might not be reached otherwise. This could be done by:

- Identifying and developing relationships with organizations that deal with newcomer and multicultural communities
- Partnering with organizations during their outreach activities
- Providing other organizations with leaflets and other information about City programs and services

4. Establish a multicultural committee to continue the dialogue.

The current exercise to develop a plan is useful, but the conversation cannot end once a plan is in place. Continued dialogue is a critical part of a successful engagement plan. The City must develop and strengthen links between itself and the community in order to keep abreast of changing needs and desires. As part of this, the City should commit to:

- Establishing a multicultural committee to connect residents, community groups, and other stakeholders directly to City decision-makers

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- Ensuring the committee has the mandate and the power to influence decisions and deliver results
- Developing a plan for small-scale and informal consultation with community groups on various issues to keep them engaged
- Gathering further information about who uses City services (and who does not), why (and why not) through the multicultural committee, possibly engaging outside experts

5. Report on progress.

Staying accountable has been integral to the success of similar plans in other jurisdictions. Every step forward in the plan is an opportunity to communicate, whether directly via web and social media or through the press. The City should take advantage of the tools available to it to strategically communicate steps taken and successful results. Reporting should consist of:

- Publicizing and reporting on established goals
- Regular reports on progress published online, with strategic communications through mainstream, multicultural, and social media
- Solicitation of feedback on progress to ensure the plan remains aligned with community needs and encourage engagement

6. Engage outside experts when necessary.

The City cannot afford to hire experts in all fields, but it can be extremely cost-effective to hire an expert for specific projects and tasks. Outside media specialists providing multicultural public relations services have established relationships and systems and can provide short-term, strategic and effective support by working with City staff, who have the experience and day-to-day knowledge an outsider may lack. In addition, the Experts can deliver results and provide more targeted and effective services, saving money in the long-term. Outside experts should be considered for:

- Developing strategic plans requiring specialized expertise, for implementation by City staff
- Providing market research and benchmarking to better understand communities and their media preferences (including generational differences)
- Building closer relationships with communities by working with individuals and companies with strong ties to those communities

Multicultural Media List

Updated: April 7, 2015

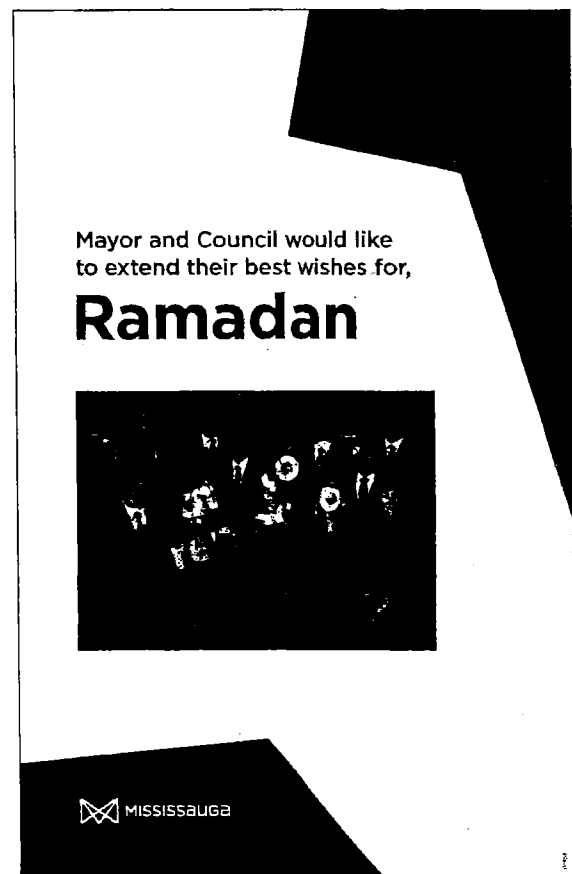
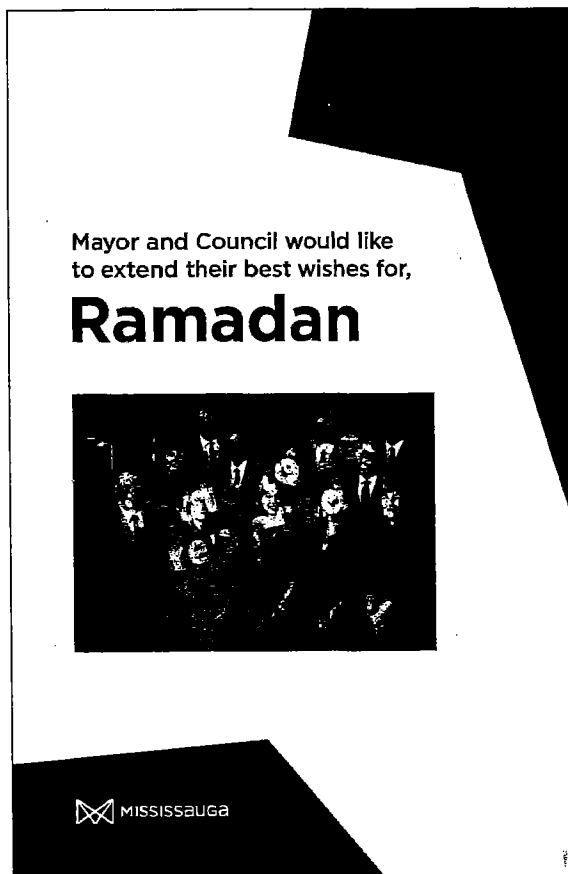
Company/Reporter	Circulation	Year Established	Audience	Language
Tekawennake Newspaper	did not share circ	1963	Aboriginal	English
Caribbean Camera	35,000	1990	Afro-Caribbean	English
Share News	60,000	1978	Afro-Caribbean	English
Al Wattan	did not share circ		Arab	Arabic
Al Wattan	did not share circ		Arab	Arabic
Magic Carpet Media	12,000	1972	Arab	Arabic
Sakher Sabeel	N/A		Arab	Arabic
Sawa Rebna			Arab	Arabic
AJ-Mersal Newspaper/Canadian Arab Network	15,000	2009	Arab	English/ Arabic
Epoch Times	60,000	2003	Chinese	Chinese/ English
Fairchild TV	82,500	1990	Chinese	Chinese/ English
Ming Pao Daily News	350,000	1993	Chinese	Chinese/ English
Chinese News Group	30,000		Chinese	Mandarin/ Cantonese
Fairchild Radio	82,500		Chinese	Mandarin/ Cantonese
New Tang Dynasty Television	N/A		Chinese	Mandarin/ Cantonese
Sing Tao Daily	86,000		Chinese	Mandarin/ Cantonese
SPK w Kanadzie	N/A		European	Polish
Goniec Polish Newspaper	did not share circ	Unknown	Polish	Polish
Balita	15,000	1978	Fillipino	English
The Philippine Reporter	30,000	1989	Fillipino	English
The Philippine Reporter	30,000	1989	Fillipino	English
The Philippine Reporter	30,000	1989	Fillipino	English
The Canadian Jewish News	35,000		Jewish	English
Canadian Newcomer Magazine	63,500	2004	Multicultural	English
OMNI News	283,000	2002	Multicultural	Various
Payam-e Rooz	10,000	2007	Persian	Farsi
Post Milenio	10,000	1991	Portuguese-Canadian	Portuguese
Post Milenio	10,000	1991	Portuguese-Canadian	Portuguese
Asian Connections	15,000		South Asian	English
Asian News Line	15,000	2011	South Asian	English
CanIndia	10,000	1999	South Asian	English
CanIndia	10,000		South Asian	English
Desi Express	20,000	2014	South Asian	English
India Abroad	5,000		South Asian	English
India Journal	35,000	1992	South Asian	English
India Journal	35,000		South Asian	English
Indian Express	18,000	2005	South Asian	English
Midweek	40,000	2000	South Asian	English
Radio Voice 101.3FM	N/A		South Asian	English
South Asian Focus	24,000	2006	South Asian	English
South Asian Focus	24,000	2006	South Asian	English
South Asian Generation Next	40,000		South Asian	English
South Asian Weekender	18,000	1995	South Asian	English

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Media Relations
Multicultural Media List

APPENDIX 2

Updated: April 7, 2015				
Company/Reporter	Circulation	Year Established	Audience	Language
Sri Lanka Reporter	12,000	1994	South Asian	English
The Weekly Voice	50,000		South Asian	English
Update: South Asian Weekly	50,000	2012	South Asian	English
Weekly Voice	40,000	1997	South Asian	English
Weekly Voice	40,000	1997	South Asian	English
Hindi Abroad	18,000	2004	South Asian	Hindi
Hindi Abroad	30,000		South Asian	Hindi
Hindi Times	N/A		South Asian	Hindi
Sangham Publications Inc.	10,000	Toronto 2012, other editions 2001	South Asian	Malayalam
Canadian Punjabi Post Inc.	35,000	2002	South Asian	Punjabi
Hamdard Weekly	30,000	1991	South Asian	Punjabi
Omni Punjabi	250,000	2002	South Asian	Punjabi
Parvasi	20,000	2002	South Asian	Punjabi
Punjab Di Goorj - AM 1320	N/A		South Asian	Punjabi
Punjab Star	15,000		South Asian	Punjabi
Punjabi Lehar - AM 530	N/A		South Asian	Punjabi
Punjabi Post	15,000		South Asian	Punjabi
CJSA CMR 101.3	N/A		South Asian	Tamil
Senthamarai	10,300		South Asian	Tamil
Tamil Entertainment Television	N/A		South Asian	Tamil
Tamil One TV	N/A		South Asian	Tamil
Tamil Vision Int. (TVI)	N/A		South Asian	Tamil
Uthayan News	N/A		South Asian	Tamil
Vanakkam Fm 102.7	N/A		South Asian	Tamil
Akhbaar-e-Pakistan	41,000	2001	South Asian	Urdu
Awam Weekly Awam	18,000	1995	South Asian	Urdu
Eastern News	25,000	1979	South Asian	Urdu
Pakistan Post	25,000	2007	South Asian	Urdu
Pakistan Post	25,000	2007	South Asian	Urdu
Pakistan Star - Weekly	did not share circ	Unknown	South Asian	Urdu
Pakistan Times	20,000	2012	South Asian	Urdu
Urdu Times/Awam	18,000		South Asian	Urdu
TV1 Canada	did not share circ	1999	South Asian	Urdu/English
TV1 Canada	did not share circ	1999	South Asian	Urdu/English
TV1 Canada	did not share circ	1999	South Asian	Urdu/English
TV1 Canada	did not share circ	1999	South Asian	Urdu/English
Urdu Post	50,000	2008	South Asian	Urdu/English
Urdu Post	50,000	2008	South Asian	Urdu/English
Oye Times	did not share circ	2008	South Asian	English
El Popular	35,000	1970	Spanish	Spanish



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Appendix 4

2015/2016 Multicultural Media Greeting Schedule

Holy Day/Holiday	Date	Audience	Suggested Outlet(s)
National Aboriginal Week	June 15-10	Aboriginal	Tekawennake Newspaper
Ramadan (begins)	June 17/19	Muslim	Al-Mersal Newspaper
Eid-ul Fitr	July 17	Muslim	Al-Mersal Newspaper
Canada Day	July 1	Canadian	Mississauga News
Khordad Sai	August 24	Farsi	Payam-e Rooz
Shri Krishna Janmaashtami	September 4	Hindi	Hindi Abroad
Rosh Hashanah	September 14-15	Jewish	The Canadian Jewish News
Yom Kippur	September 23	Jewish	The Canadian Jewish News
Eid-ul-Adha	September 23-14	Muslim	Al-Mersal Newspaper

Appendix 4

Holy Day/Holiday	Date	Audience	Suggested Outlet(s)
Sharad	October 13	Hindi	Hindi Abroad
Diwali	November 10	Hindi, South Asian	<ul style="list-style-type: none"> • The Weekly Voice • India Journal • South Asian Weekender
Birth of Guru Nanak	November 25	South Asian/Sikh	Punjabi Post
Hanukkah	December 6	Jewish	The Canadian Jewish News
Christmas	December 25	Christian	The Mississauga News
New Years Day	January 1	General	The Mississauga News
Birth of Sri Guru Gobind Singh	January 5	South Asian/Sikh	Punjab Star
Lunar New Year	February 8	Chinese	Ming Pao Daily News

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Appendix 4

Holy Day/Holiday	Date	Audience	Suggested Outlet(s)
Maha Shivaratri	March 7	Hindi, South Asian	Hindi Times
Good Friday/ Easter Sunday	March 25 March 27	Christian	The Mississauga News
Vaisakhi/Baisakhi Sikh New Year	April 13	South Asian/Sikh	Punjab Star
Orthodox Easter	May 1	Orthodox	Goniec Newspaper



Corporate Report

Clerk's Files

Originator's
Files

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DATE:

April 8, 2015

TO:

Chair and Members of General Committee
Meeting Date: April 22, 2015

General Committee

APR 22 2015

FROM:

Gary Kent
Commissioner of Corporate Services and Chief Financial Officer

SUBJECT:

**Community Recognition – Program, Policy and Process for
Requests In Support of Community Campaigns and Special
Events**

RECOMMENDATION:

1. That the proposed "Community Recognition Program" identified as Option 2 in the Corporate Report dated April 2, 2015 from the Commissioner of Corporate Services and Chief Financial Officer be approved;
2. That \$1,000 in funding from contingency to cover initial costs to launch the Community Recognition Program in 2015 be approved;
3. That the draft "Community Recognition Program" policy attached as Appendix 1 be approved;
4. That the Flag Protocol Policy be amended to align with the new Community Recognition Program policy outlined in Appendix 2;
and
5. That the Procedural By-law 0139-2013 be amended to include Proclamations.

**REPORT
HIGHLIGHTS:**

- Community groups have an expectation to be recognized for special occasions and events of significance or that support public awareness or fundraising efforts. The proposed new Community Recognition Program provides a modern accessible, inclusive and efficient way for the City to recognize the special occasions and events which enhance the health, welfare, safety, cultural understanding and good government of the community.
- Implementation of the program would take advantage of new, accessible media to help support and promote the special days and occasions that foster participation and pride in our community.
- The new approach would transform traditional proclamations and events such as flag and banner raisings to an easy to access web-based format, messages of support on Mississauga Celebration Square digital signs and on reader boards at City facilities throughout Mississauga and recognition on social media channels.
- The Community Recognition Program website would be launched in September 2015.

BACKGROUND:

The City of Mississauga currently does not issue proclamations and does not raise community banners or national flags on official City flag poles.

In 1995, Council discontinued the practice due to the increasing costs of providing the services and because of an Ontario Human Rights Commission (OHRC) decision fining a city for refusing to grant a flag raising request. Staff research indicates that, like Mississauga, several cities also discontinued proclamations and/or flag raisings in the mid-1990s due to the OHRC decision.

In light of the number of recent community requests for recognition, Council requested staff to review this position and investigate current policies and practices in other Canadian municipalities with respect to protocol activities that recognize events and organizations of importance to the community. Staff in the City's Corporate Performance and Innovation Office and Communications looked at practices in 12 municipalities. Information was gathered in various ways including survey, telephone interviews and obtaining policy and process information on city websites.

The 12 municipalities included the Region of Peel and the Cities of Brampton, Markham, London, Ottawa, Toronto, Windsor, Calgary, Kitchener, Waterloo, Surrey and Winnipeg.

Of the 12 municipalities benchmarked in the review:

- 50 per cent (6 of 12) currently issue proclamations
- 83 per cent (10 of 12) raise community banners and national flags
- 25 per cent (3 of 12) light a civic facility
(one municipality has installed programmable LED lighting system)

Staff asked about traditional approaches which include proclamations and "courtesy" or community flag raisings as well as newer approaches such as the use of social media, special lighting of city hall or other civic facilities. Staff also asked for information about the role, resource and time commitments required by Council and staff who service the requests. The research report is attached as Appendix 3.

At the same time, the Corporate Services Facilities and Property Management Division is investigating the possible installation of a permanent lighting system and will report findings through the City's Business Planning and Budget process. In the meantime, it is possible to accommodate lighting requests from community organizations via Council using temporary methods at an estimated cost of \$2,000 per request.

Research Highlights

Proclamations are typically ceremonial documents or declarations issued and signed by the Mayor to recognize the importance of an event, a campaign or an organization for a certain day, week or month.

The practice of raising a banner or flag is intended to celebrate the achievements of charitable or non-profit organizations and to recognize national days of importance to diverse ethnic groups. A smaller number of municipalities light city hall or civic facilities in symbolic colours for community events.

Research findings indicate that:

1. Municipalities have streamlined the request process to limit Council and staff time where possible. Most municipalities discontinued receiving delegations or reading proclamations in Council. Proclamations are listed on the Council agenda and issued to the requesting organization.
2. Proclamations are particularly time consuming. In addition to writing the text, municipalities conduct research critical to confirming the validity of the organization and to ensure there are no associated controversies.
3. Placing banners and flags on flag poles is limited to national days strictly for nations with whom Canada has diplomatic relations and for non-profit organizations only if the organization is registered. Municipalities cautioned that controversies or potential for controversy cannot be completely avoided. For the most part, raising a flag or banner does not involve a ceremony.
4. The program should have a clear policy that includes criteria.
5. The practice of lighting civic buildings in symbolic colours is limited due to the costs involved.
6. The use of social media (Facebook, Twitter) is not yet common practice among municipalities.

COMMENTS:

At this time, organizations requesting recognition by the City through proclamations or lighting are invited to make a deputation to Council. Based on the number of deputations and requests received through the Legislative Services and Councillors' offices, the City could expect as many as 50 requests per year. According to research of other city websites this is similar to the number received in 2014 by the City of Brampton (48) but not as many as the City of Toronto (123).

Staff also explored a possible process for supporting future community recognition requests for building lighting, proclamations and flag/banner requests. Based on the research, candid feedback from municipal counterparts and the number and nature of current requests, staff propose three options for Council's consideration.

In establishing a Community Recognition Program, staff considered many elements that would apply to community organizations and cultural groups.

Option 1 – Status Quo

Continue with current practice of not accepting requests for proclamations, flag or banner raising. Continue to consider lighting requests on an exception basis (\$2,000 per lighting request).

The City currently supports campaigns, special and cultural days through the large number of programs provided by Community Services Recreation and Culture Divisions through:

- The City's Community Group Support Program (representing 40 affiliated ethno-cultural groups).
- Annual community and cultural festivals and events at Mississauga Celebration Square and at City facilities.
- The City's Community Grant Program which supports culture, the environment and recreation.

In addition, the Mayor and Council Members actively support community special occasions and events in a number of ways including:

- Recognition letters and certificates.
- Promoting the event or campaign on their websites, on their Facebook and Twitter messages and in their electronic or print newsletters.
- By attending events to bring greetings.

National day recognition would be limited to and focus on Canada Day, July 1st as the one day that is celebrated by all.

Option 2 – New

Implement a new “Community Recognition Program” that supports the City’s strategic objectives and desire to acknowledge the community while also enabling staff to deliver the program with appropriate staff resource and funding support.

Objectives of the new, proposed Community Recognition Program:

- Recognize special occasions and events which enhance the health, welfare, safety, cultural understanding and good government of the community.
- Encourage residents to participate in and support charity and public awareness campaigns that contribute to the quality of life in Mississauga and special occasions that celebrate our community’s rich and diverse cultures.
- Establish a “made in Mississauga” approach supported through innovative, low cost, digital media, interactive web and social media channels.

Through a new Community Recognition Program, the City would:

- Evaluate requests against a policy with clear criteria to ensure a proactive, accessible and objective process for responding to community recognition requests.
- Reinstate proclamations in an easy to access web-based format. Staff will develop a standard template for the format and text to increase efficiency and to maintain content and visual standards. Proclamations would be listed on the Council agenda and on the "Community Recognition" website.
- Introduce messages of support on the City's digital signs now available on Mississauga Celebration Square and on reader boards at City facilities throughout Mississauga.
- Support community recognition through innovative digital media, interactive web and social media channels. These modern, new channels will expand visibility and promotion from the Civic Centre precinct to all wards as Councillors and residents "like" and "retweet" messages to a wider audience.
- Introduce messages of support of country national days on City's digital signs on Mississauga Celebration Square and on reader boards at City facilities. This is a modern response to the traditional flag raising request using digital and social media. The message and promotional reach is expanded throughout the city without the expense and maintenance of a new flag pole (A recent City of Kitchener report estimated a new flag pole cost at \$2,500 in addition to \$200 in staff costs, similar to the cost of processing proclamation requests). As well, digital promotion avoids scheduling conflicts with the increasing number of events on Mississauga Celebration Square.

This option postpones lighting requests until Council considers permanent lighting solutions during the Business Planning and Budget process. A new Community Recognition website would list proclamations and links to community websites.

Option 3 – Option 2 Plus Lighting:

Option 3 includes Option 2 with the addition of special lighting in a process requiring organizations to make requests at a deputation to Council. Council may then approve the request at their discretion.

Estimated Cost Overview

	Cost Per Request	Estimated Annual Cost Based on 50 recognition and 10 lighting requests
Option 1 – Status Quo (If no additional lighting requests approved) *	0	0
Option 2 – New Program including Proclamations Digital banner/flag recognition	\$200 (4 staff hours)	\$10,000
Option 3 – Plus Lighting	\$200 (4 staff hours) plus \$2,000 (40 staff hours) for each lighting request	\$20,000

*One lighting requests has been approved in 2015 at a cost of \$2,000

Staff hours required to administer the program will be managed through current resources in the Communications Division, Corporate Services Department.

Recommended Option – Option 2

A new Community Recognition Program as outlined in Option 2 reintroduces the traditional proclamation to the City while also taking advantage of accessible media to help promote the special days and occasions that foster participation and pride in our community.

A new approach will transform traditional events such as flag and banner raising to digital, web and social media formats such as Facebook and Twitter making it possible to expand the messages' reach throughout the city.

Criteria:

Based on best practices, municipalities all concur that the success of the program and ability to assess requests objectively depends on having clear criteria. The criteria recommended for the program would be consistent with those for other City policies and requires that:

- groups/organizations must be Mississauga based or the event/occasion is of interest or benefit to the City as a whole or supports a municipal, regional, provincial or federal government program or initiative and is either:
 - non-profit and able to provide a registered charitable number, or
 - aligned with Health Canada's Calendar of Health Promotion Days, or
 - for national days, the country is formally recognized by the Government of Canada.
- the organization's core values do not conflict with the City's core values, vision or strategic goals or do not adversely impact on the City's identity;
- the content of the requested messaging:
 - is not in conflict with any applicable laws, City by-laws or policies
 - does not have the potential to incite violence and hatred
 - does not present demeaning or derogatory portrayals of individuals or groups
 - is not of questionable taste in style, substance or presentation method
 - does not minimize and/or detract from the image of the City and/or its employees
 - in light of generally prevailing community standards, is not likely to cause deep or widespread offence.

Requests not accepted include those that promote a political party, election candidate, individual, for-profit organization or business. If declined, staff would refer residents and organizations to the Civic Recognition Program where a person, company or achievement may be considered for recognition.

Community Recognition Website and Online Request/ Application Process:

Similar to the Civic Recognition Program, the Communications Division, Corporate Services Department would administer the proposed Community Recognition Program.

Information, promotion and requests/applications for recognition would be delivered through a Community Recognition Program website where criteria information and an online application form (with six week lead time) will be located.

Implementation:

If approved, staff expects that Council will want to implement the program in an efficient and effective manner. To address the immediate needs, staff propose a two stage implementation:

1. Starting May 2015, according to the newly approved policy, staff will process proclamation requests and banner/national day requests against the approved criteria. Proclamations will be printed, signed by the Mayor and the proclamation title printed on the Council agenda. Banner/national day recognition will appear on Mississauga Celebration Square digital signs as available. Staff will promote proclamation and digital sign messages on social media.
2. In September 2015, launch the official Community Recognition website with online application form and administer the program as approved.

STRATEGIC PLAN: The proposed Community Recognition Program supports the City's Strategic Plan pillars Belong – Nurture Diverse Cultures and Connect – Celebrate our Community as well as the City's new brand stories of Welcoming World Culture and Inspiring Possibilities.

FINANCIAL IMPACT: Staff requests a budget of \$1,000 from contingency to develop the program components for a full program launch in September 2015.

CONCLUSION: The City of Mississauga is committed to nurturing diverse cultures and celebrating our community through our Strategic Plan pillars of Belong and Connect. We understand that there are many reasons why people choose Mississauga and our brand expresses this in our promise to welcome world culture and inspire possibilities.

A new Community Recognition Program delivers on this commitment by providing a modern, inclusive, efficient and accessible way to recognize special occasions and events which enhance the community, celebrate our community's rich and diverse cultures, and encourage residents to participate in and support initiatives that contribute to the quality of life in Mississauga.

Staff will report back to Council at the end of 2015 to make amendments to the program as needed.

ATTACHMENTS:

- Appendix 1: Draft Community Recognition Program Policy
- Appendix 2: Revised Flag Protocol at City Facilities – 06-04-03
- Appendix 3: Benchmarking Report: Community Recognition Policies & Practices



Gary Kent

Commissioner of Corporate Services and Chief Financial Officer

Prepared By: Dolores Bartl-Hofmann, Corporate Communications

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TAB: PUBLIC RELATIONS
SECTION: RECOGNITION
SUBJECT: COMMUNITY RECOGNITION PROGRAM

POLICY STATEMENT

The City of Mississauga's Community Recognition Program brings public awareness to special occasions and events which enhance the health, welfare, safety and cultural diversity of the community.

PURPOSE

The Community Recognition Program is intended to:

- encourage residents to participate in and support charity and public awareness campaigns and fundraising initiatives, as well as major cultural, sporting and entertainment programs that contribute to the quality of life in Mississauga; and
- acknowledge national days that contribute to understanding and celebrating our community's rich and diverse cultures.

This policy outlines the types of recognition available, the criteria and application process and roles and responsibilities of staff.

SCOPE

This policy applies to all Mississauga-based groups or organizations that meet the criteria outlined in this policy.

Special achievements and anniversaries of individuals, groups and organizations or businesses are recognized through the City of Mississauga Civic Recognition Program. Refer to Corporate Policy and Procedure – Civic Recognition Program for more information.

Council may elect to display national flags that are not requested through this policy but are related to the promotion of an international City-hosted or joint-partnership event.

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Requests Not Accepted

Requests that promote a political party, election candidate, individual, for-profit organization/business or that have no direct relationship to the City will not be accepted.

LEGISLATIVE REQUIREMENT

Any collection, use and disclosure of information under this policy will be undertaken in accordance with the *Municipal Freedom of Information and Protection of Privacy Act*.

DEFINITIONS

Commissioner

For the purposes of this policy:

"Commissioner" means the Commissioner of Corporate Services and Chief Financial Officer or his/her designate.

Director

"Director" means the Director, Communications, Corporate Services Department or his/her designate.

Proclamation

"Proclamation" means an official written announcement, issued on behalf of the Mayor, to formally recognize specific activities or events/occasions which are deemed to be of benefit to the City of Mississauga.

ADMINISTRATION

The Community Recognition Program is administered by the Communications Division, Corporate Services Department.

CITY'S ROLE

The City's relationship with community organizations and volunteer groups under this program is one of support only. Such support does not constitute civic endorsement and will not be seen to represent or imply any partnership.

ACCOUNTABILITY

Communications Division

Communications staff are responsible for:

- reviewing all applications for compliance with the criteria outlined in this policy;
- ensuring a previous request has not been processed for that calendar year (maximum of one per year);

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- approving all applications, in consultation with other departments or division, where necessary;
- notifying applicants of the outcome of their application;
- providing the Mayor and Members of Council with a schedule of approved recognition;
- scheduling and completing all approved digital and social media recognition; and
- advising applicable divisions/departments as required to prepare and complete approved requests, including:
 - Legislative Services for inclusion of proclamations on a Council agenda
 - Communications Division, for completion of digital screen artwork, including forwarding to Mississauga Celebration Square, as required

Director

The Director is responsible for

- ensuring applicable staff are aware of and trained on this policy; and
- approving wording of proclamations and digital and social media messaging.

Criteria

The following criteria must be met:

- groups/organizations must be Mississauga based or the event/occasion is of interest or benefit to the City as a whole or supports a municipal, regional, provincial or federal government program or initiative and is either:
 - non-profit and able to provide a registered charitable number, or
 - aligned with Health Canada's Calendar of Health Promotion Days <http://www.hc-sc.gc.ca/ahc-asc/calend/index-eng.php>, or
 - for national days, the country is formally recognized by the Government of Canada (http://www.international.gc.ca/cip-pic/mission_info-

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[info_mission.aspx?lang=eng](#)).

- the organization's core values do not conflict with the City's core values, vision or strategic goals or do not adversely impact on the City's identity;
- the content of the requested messaging:
 - is not in conflict with any applicable laws, City by-laws or policies
 - does not have the potential to incite violence and hatred
 - does not present demeaning or derogatory portrayals of individuals or groups
 - is not of questionable taste in style, substance or presentation method
 - does not minimize and/or detract from the image of the City and/or its employees
 - in light of generally prevailing community standards, is not likely to cause deep or widespread offence.

TYPES OF RECOGNITION

Community groups and organizations may qualify for one of the following types of recognition as appropriate:

1. Council proclamation
2. recognition through digital and social media (e.g. Twitter, Facebook)

Organizations will be limited to one request per year. More than one organization may be recognized on the same day(s).

1. Council Proclamation

The City will issue a proclamation to recognize an event/occasion or campaign. A proclamation will recognize a particular day, week or month.

Note: Proclamations are not issued for national days.

Support Provided

The City's support of proclamations consists of the following:

- document from the office of the Mayor on behalf of Council;

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- proclamation listed on the Community Recognition Program webpage on the City's external website; and
- proclamation listed on a Council agenda.

2. Virtual Recognition

The City of Mississauga recognizes national days, special events/ occasions which enhance the health, welfare, safety, cultural understanding and good government of the community.

Support Provided

Depending on availability, the City's support may consist of one or more of the following:

- virtual display of national flag or community flag/banner on Mississauga Celebration Square digital screens, played in rotation with regularly scheduled content (image to be provided by the requester);
- posting on social media (e.g. the City's Corporate Facebook page and Twitter account) for the designated day or first day of week/month of the designated period (additional time may be scheduled at the discretion of Communications, based on availability); and
- inclusion in the Community Calendar on the City's external website.

APPLICATION PROCESS

Applications for all types of recognition are available online on the Community Recognition Program website. (Applications in alternative formats are available upon request.) Applicants are required to identify the type of recognition that is being requested. However, designated City staff will make the final determination.

Due to production time and date allocation (e.g. inclusion on a Council agenda), requests must be received no later than six weeks before the requested recognition date. Exceptions may be approved by the Commissioner. Incomplete applications, including the absence of any required images, will be returned to the applicant and considered as new applications upon re-submission.

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The applicant will be advised by email confirmation that their request has been approved, including the date(s) that the organization or nation will be recognized and by what means.

Appeal Process

Organizations whose requests for recognition under the Community Recognition Program have been declined may request a review of the decision. Requests may be made in writing to the Commissioner.

REFERENCE:

LAST REVIEW DATE:

CONTACT:

For more information contact Corporate Communications, Corporate Services Department.

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TAB: PUBLIC RELATIONS

SECTION: RECOGNITION

SUBJECT: FLAG PROTOCOL AT CITY FACILITIES

POLICY STATEMENT

The City of Mississauga recognizes that flags are meaningful symbols that embody the honour and pride of the people they represent and must therefore be treated with respect and consistency at all times across the Corporation.

PURPOSE

This policy will provide direction to staff with respect to Canadian Flag etiquette, the half-masting of flags and the management and maintenance of all flags flown externally on City property and at City facilities.

SCOPE

All City of Mississauga facilities that are equipped with a flag pole(s) are covered by this policy.

This policy does not include banners. For more information on banners refer to Corporate Policy and Procedure – Public Relations – Events – Banners.

ADMINISTRATION

The Public Affairs Section of the Communications Division, Corporate Services Department, will administer the policy. Communications is also responsible to ensure that Central Stores, Revenue and Materiel Management Division, Corporate Services Department, maintains a stock of replacement Canadian, Provincial, Regional and City of Mississauga flags.

Facility and Property Management (F&PM) are responsible for the maintenance of City flag poles. Staff at each facility,

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designated by the Facility Manager, are responsible for the replacement and proper destruction of flags that have fallen into disrepair.

FLAG ETIQUETTE

The manner in which flags may be displayed in Canada is not governed by any legislation, but by established practice. The rules applied by the federal government will serve as guidelines for the City of Mississauga. For additional information regarding flag etiquette in Canada refer to the Canadian Heritage Department of the Government of Canada.

FLAGS FLOWN AT THE CITY

The City of Mississauga will fly the flags of:

- Canada (the National flag)
- The Province of Ontario
- The Regional Municipality of Peel
- The City of Mississauga

These flags will occupy the four flag poles located at the Civic Centre as outlined below.

The flags of Canada, Ontario and Mississauga are flown at all official functions.

Positioning of Flags

When two or more than three flags are flown together, the Canadian flag is on the left, as seen by spectators facing the flags (Figure 1). The remaining flags are flown using the following protocol:

- The Province of Ontario
- The City of Mississauga
- The Regional Municipality of Peel

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Where only one flag pole exists, the National flag will always be flown at all City facilities, including Fire Stations. Where two flag poles are available the National flag and City of Mississauga flags are flown. [Note: When the National flag is flown alone on top of or in front of a building with two flagpoles, it is flown on the left flagpole when viewed by an observer facing the building. Where there are more than two flagpoles it is flown on the pole nearest to the centre (Figure 2).] When three flags are displayed the National Flag is in the centre; the second-ranking flag, the Ontario Provincial flag, is placed to the left of centre; and the City of Mississauga flag is placed to the right (Figure 3).

Where there is more than one flag pole and the personal standard of a visiting member of the Royal Family, the Governor General or the Lieutenant Governor of Ontario is flown, every other flag in the hierarchy, with the exception of the Canadian flag, moves down one position. Flag poles should be of the same height where flags are flown together. No more than one flag is to be flown per pole.

The National Flag of Canada should also always be flown:

- on its own mast
- if hung horizontally, the upper part of the leaf should be up and the stem down; and
- if hung vertically, the flag should be placed so that the upper part of the leaf points to the left and the stem to the right from the point of view of the observer facing the flag.

When more than one flag is flown and it is not possible to hoist or lower them at the same time, the Canadian flag should be hoisted first and lowered last. Flags may be flown by night as well as by day.

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FLAGS AT HALF-MAST

Flags at all City facilities are flown at half-mast in recognition of the death of prominent public figures. In accordance with the protocol established by the Government of Canada, flags are flown at half-mast in the event of the death of:

- the reigning Monarch;
- an immediate relative of the reigning Monarch;
- the Governor General of Canada;
- the Prime Minister of Canada;
- the Lieutenant Governor of Ontario;
- the Premier of Ontario;
- a local MP or MPP;
- the Mayor of the City of Mississauga; or
- a member of City of Mississauga Council.

Flags at all City facilities will be flown at half-mast in recognition of a fallen Canadian soldier.

Fire station flags are also flown at half-mast in recognition of the death of active or retired City of Mississauga fire fighters and in recognition of line-of-duty deaths of fire fighters and police officers in Mississauga and surrounding municipalities.

When recognizing the death of an individual, the flags are lowered to half-mast position on the day of the death or as soon as practical after notification. Flags are raised to full mast the day following the funeral or as soon after as practical.

Flags at all City facilities are flown at half-mast on Remembrance Day to honour the memory of all Canadians who served their country in time of war, and on the National Day of Mourning to honour workers whose lives have been lost on the job. Flags are lowered to half-mast position at sunrise, or at the opening of the

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facility, and raised at sunset, or at the closing of the facility, depending on which is most practical for the particular facility. If the flag is half-masted it must be flown at full-mast on the following legal holidays created under the *Holidays Act* (R.S.C. c. H-5): Victoria Day and Canada Day, except in the event of the death of the Sovereign, current Governor General or current Prime Minister, in which case the flags remain at half-mast until the day following the funeral.

Procedure

At each facility having a flag, the Facility Manager will designate a staff person as being responsible to ensure that the flag is lowered and raised. The Communications Division will notify designated staff at each facility to lower and raise the flags according to the Government of Canada protocol and/or this Policy.

With respect to fire stations, the Fire Chief, or designate, is responsible for establishing appropriate procedures for flying flags at half-mast in honour of fire fighters.

EXCEPTIONS

Exceptions to this policy with respect to flags being flown at half-mast to honour an individual not specifically identified in this policy may only be made by the Mayor or Acting Mayor.

Requests for the flying of flags representing other nations or organizations may only be approved by the Commissioner of Corporate Services (or designate) after consultation with the Mayor or Acting Mayor and Members of Council. If such a request is granted, flags will be displaced in the following order:

- where all four flags are flown, the Region of Peel flag will be displaced;
- where the Canadian, Provincial and City flags are flown, the

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City flag will be displaced; and
• where the Canadian and Provincial flags are flown, the
Provincial flag will be displaced.
Where the Canadian flag only is flown it will not be displaced by
a flag representing another nation.

The requestor will be responsible to provide the flag.

DISPOSAL OF FLAGS

When a flag becomes worn, noticeably faded or otherwise unfit to
be flown, it should be disposed of privately and in a respectful
manner. Staff should contact Central Stores to request a
replacement flag.

FLAGS AT PARADES

For information on flag etiquette during parades or processions
refer to the Canadian Heritage Department of the Government of
Canada.

REFERENCE:

GC-0002-2010 - 2010 01 20
Resolution of Council - 0061-2015 - inclusion of fallen soldiers.

LAST REVIEW DATE:

October, 2012

CONTACT:

For additional information of flag protocol contact Public Affairs,
Communications Division, Corporate Services Department. For
additional information specific to flying flags at half-mast contact
the Communications Division, Corporate Services Department, or
Fire and Emergency Services, Community Services Department,
as appropriate.

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Figure 1 - When two or more than three flags are flown together, the Canadian flag is on the left, as seen by spectators facing the flags.

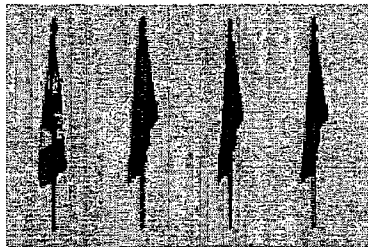


Figure 2 - When the National flag is flown alone on top of or in front of a building where there are more than two flagpoles it is flown on the pole nearest to the centre.

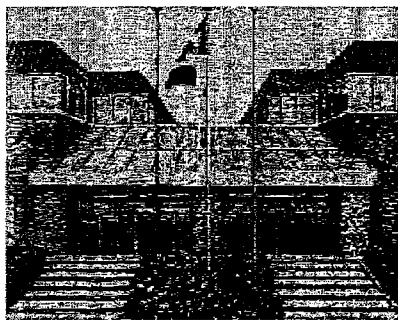
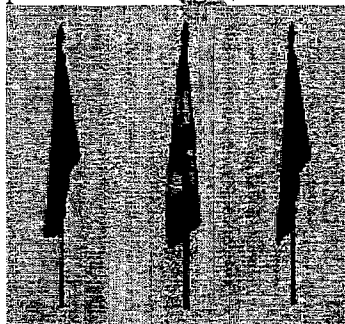


Figure 3 - When three flags are displayed the National Flag is in the centre; the second-ranking flag, the Ontario Provincial flag, is placed to the left of centre; and the City of Mississauga flag is placed to the right.



Benchmarking Report: Community Recognition Policies and Practices

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Benchmarking Research Report: Community Recognition Policies and Practices

Overview

This research was undertaken to investigate policies and current practices with respect to civic protocol activities for recognition of community events and organizations in major Canadian municipalities, including traditional (proclamations and flag raisings) and contemporary (e.g. social media, special lighting, etc.) approaches. For the research, we contacted 12 municipalities and reviewed relevant information provided on cities' Web sites. We received a full or partial response from 7 municipalities and reviewed policies available online for an additional 5 municipalities.

Most of the cities requested that that we do not identify them by name in public reports as they are currently in the process of reviewing their practices. Consequently, the municipalities are referred to only in aggregate in this report.

Proclamations and Flag Raisings - Description

Based on the research, cities typically have separate policies for proclamations and flag raisings as each of these protocol activities represents a different approach to providing recognition in the community. In all of the benchmark cities, proclamations are defined as ceremonial documents or declarations issued and signed by the Mayor to recognize the importance of an event, a campaign or an organization for a certain day, week or month (e.g. March of Dimes month).

"Courtesy" or "community" flag raisings are intended to recognize national days of importance to diverse ethnic groups in the community and/or to celebrate the achievements of charitable/non-profit organizations that have made a significant contribution to the community. Policies for flag raisings also address protocols with respect to flags that will be flown permanently on City property (Canadian flag, provincial flag, and the municipal flag) and the protocols for half-masting.

Highlights of the Research Results

The following table summarizes the percentages of the benchmark municipalities who provide each type of recognition service:

Recognition service	% of the 12 benchmark municipalities who provide the service:
Proclamations	50% (6 of 12)
Community Flag Raisings	83% (10 of 12)
Ceremonial Lighting of City Hall/other civic facility	25% (3 of 12); one additional city is currently piloting this but has not yet decided whether they will continue due to the costs involved

- Based on the research, the current trend with respect to proclamations and flag raisings is to reduce or eliminate Council's involvement from the processes and to standardize processes in order to minimize administrative effort and costs. Most of the benchmark cities have discontinued

the practice of receiving delegations and/or reading out proclamations at Council. Instead, proclamations are simply issued to the requesting party and listed on the Council agenda for information only. Community flag raisings are limited to normal business days and rarely involve ceremonies. If a flag raising ceremony is requested, the requesting party is responsible for making the arrangements.

- Nevertheless, **these processes continue to be very time consuming** according to the benchmark cities, particularly in the case of proclamations. This is because there tends to be a greater number of new requests for proclamations (as opposed to annual requests from the same groups) which requires more time to research the requesting organization and its relevance to the community. Additional research time, consultation with the provincial protocol office and/or responding to media enquiries may be required in the case of requests that are potentially controversial.
- **To avoid controversy, and the need for extensive research, cities have developed policies with clear criteria for approval of requests.** In all cases, the policies state that proclamations and flag raisings will not be provided for political, religious and divisive/inflammatory causes. Cities generally limit flag raisings to national days only for nations with whom Canada has diplomatic relations and only for charitable or non-profit organizations that are registered. However, controversies or the potential for controversy cannot be completely avoided. With respect to flag raisings for national days, cities will consult with the Federal or Provincial protocol office for advice in the event of a potentially controversial situation.
- The **practice of lighting city hall/civic facilities** in symbolic colours for community events (e.g. blue lighting for Autism Awareness day) **is very limited due to the costs involved** which are in the range of \$800 - \$1,500 (or greater) per event. However, one city reported that in order to minimize ongoing costs, they have installed an **intelligent programmable LED lighting system on their city hall**. The flexible lighting system requires a significant initial investment, but allows the city to light the building in various colours and arrangements remotely through a simple computer program.
- With respect to contemporary approaches to community recognition, **our research indicates that use of social media (Facebook, Twitter) for this purpose is not yet a common practice.** In a staff report to Council, one city referred to Diversity Advisory Committees, festivals and multicultural events as alternative approaches for community recognition.¹

Background

The City of Mississauga currently does not issue proclamations and does not raise community flags on official City flag poles. The Communications Division has begun the process of developing an umbrella Community Recognition program that will be future-focussed and delivered through current and innovative approaches. To that end, we investigated current policies and practices in other Canadian municipalities with respect to protocol activities in recognition of events and organizations of importance to the community. We asked municipalities about their practices with respect to traditional approaches (proclamations and "courtesy" or community flag raisings) as well as newer approaches (e.g. use of social media, special lighting of the city hall or other civic facilities, etc.). We also enquired about

¹ http://www.surrey.ca/bylawsandcouncilibrary/CR_2014-R104.pdf

resource requirements, as well as the role of the Mayor and Council and to what extent their involvement is required in these activities.

Controversy and Discontinuation of Proclamations and Flag-Raisings in 1995

In 1995, Mississauga City Council discontinued proclamations and flag raisings citing "increasing costs" and a "recent decision" of the Ontario Human Rights Commission (OHRC) and its impact on "further increasing the costs of providing these services."² Pursuant to the Council Resolution (0109-95), the City's Proclamations and Flag Raisings Policy was rescinded and all references to proclamations and flag raisings were deleted from the City's Procedural By-law. (See Appendix 1 for the full text of the resolution).

Our research indicates that, like Mississauga, several cities discontinued proclamations and/or flag raisings in the mid-1990s, due to the OHRC decision in which a city was fined for refusing to grant a flag raising request, and other controversies and challenges. One city told us that proclamations are particularly time consuming due to the need to conduct research on a broad range of requesting organizations. Research is critically important to confirm the validity of the organization and to ensure there are no associated controversies.

Flag raisings tend to be more straightforward as they are limited to national days strictly for nations with whom Canada has diplomatic relations and only for charitable or non-profit organizations that are registered. However, there are challenges with flag raisings as well. For example, some cities said they have experienced problems dealing with competing requests and requests that exceed what is allowed by the policy (e.g. duration for flying a flag).

Current Practices in Canadian Municipalities

A total of 12 municipalities were included in the research (7 municipalities responded to our request and information was obtained for an additional 5 municipalities from their respective Web sites):

- 50% of the benchmark municipalities issue proclamations (6 of 12 municipalities; Peel Region has recently discontinued the practice of issuing proclamations)³
- 83% raise flags for community groups/events (10 of 12 municipalities)
- 25% conduct ceremonial lighting of their city hall or other civic facilities (3 of 12 municipalities) – one additional city is piloting this but may not continue due to the costs.

Which department/division is responsible for administration of proclamations and flag raisings and who approves requests?

In most cases, proclamations and flag raisings are overseen by a Protocol Office reporting to the Office of the City Clerk and requests are approved usually by the Mayor's Office. In larger cities, Council has delegated authority to the Chief Protocol Officer or City Clerk to approve requests. However, the Mayor/Council reserves authority to render a final decision. Most cities do not have an appeal process,

² City of Mississauga. (1995, March 29). Council Resolution 0109-95.

³ <https://www.peelregion.ca/council/agendas/2015/2015-03-26-rc-agenda.pdf>, pp.12.2-1-2.

but if any parties are unhappy with the city's decision to approve or deny a particular request, they may make their concerns known to the Mayor's Office.

The following table outlines the typical allocation of roles and responsibilities in the benchmark cities:

	Roles & Responsibilities for Proclamations and Flag Raisings
Protocol Office/Clerk's Office	<ul style="list-style-type: none"> • Develops and maintains policies and procedures • Receives and reviews requests for compliance with the policy • Prepares proclamations (including writing and sending to Mayor's Office for signature); arranges date and logistics for flag raisings • Approves or denies the request (in some cases) • Distributes proclamations to requestor • Lists proclamations and flag raisings on Council Agenda for information and, in some cases, on the city Web site
Mayor's Office	<ul style="list-style-type: none"> • Approval of requests (in most cases) • Where the City Clerk has authority to approve/deny requests, render a final decision in the event that a decision of the Clerk is disputed • Obtain Mayor's signature and seal on Proclamations • Review and address objections to approvals or denials of requests
Communications Division	<p>Provide Communications support, as required:</p> <ul style="list-style-type: none"> • Make arrangements in exceptional cases where formal presentations or ceremonies involve attendance of the Mayor and/or Councillors • In exceptional cases, prepare news releases/media briefings • Handle media enquiries when a proclamation/flag raising has resulted in controversy
Facilities staff/Security staff	<ul style="list-style-type: none"> • Raise and lower flags • Set up podium/sound system for flag raisings that include a ceremony
Requesting party	<ul style="list-style-type: none"> • Submit complete application with all required information within required timeframe (ranges from at least 3 weeks – 2 months) in advance of the desired date for the flag raising/proclamation • Provide the flag in the condition necessary for raising (appropriate size, clean, etc.) • If ceremony requested, make all arrangements; if required, apply for special events permit and pay applicable permit fees • Responsible for any promotions of the flag raising/proclamation, including media advisories (cities do not provide these, except in special cases)

How are requests received?

Cities typically indicate on their Web sites that requests for proclamations and flag raisings must be submitted in writing using a set application form available online or in hard copy at the Protocol Office. However, the benchmark cities told us that requests generally come in via email and the Protocol Office follows up with the requestor to direct them to the application process.

Since the requests often involve events or causes that occur annually (e.g. national days; Cancer Society fundraising months, etc.) policies typically indicate that after initial approval, the proclamation or flag raising will be continued annually for the same organization upon request (i.e. not necessary to submit full application again) unless there are changes or extenuating circumstances.

What is the criteria for approval?

The policies for proclamations and community flag raisings set out the criteria for granting a request:

Proclamations

Generally, proclamations will be issued for non-profit/charitable organizations or events that demonstrate a significant interest in or relationship to the city, including:

- Arts and Cultural celebrations (e.g. Royal Ontario Museum Centennial Day)
- Charitable fundraising campaigns (e.g. Salvation Army Week)
- Public awareness campaigns (e.g. International Day of Persons with Disabilities)

Municipalities do not issue proclamations for National, independence or Republic days and applicants are referred to flag raising policies for these.

Community Flag Raisings

To avoid controversy and reduce the need for extensive research, community flag raisings are usually limited to recognition of national days only for nations that have diplomatic relations with Canada, and to recognition of only *registered* local non-profit/charitable organizations (or local chapters of national organizations). However, controversies or the potential for controversy cannot be completely avoided. With respect to flag raisings for national days, cities will consult the provincial or federal protocol office for advice when there is potential for controversy. Based on a review of flag raising policies in the benchmark cities, standard procedures typically include the following:

- Flag raisings to recognize national days are for one day, usually "sunrise to sunset"
- Flag raisings for other occasions (e.g. fundraising event) may be flown for several days (e.g. up to 1 or 2 weeks)
- If there are competing applications, the requests are confirmed on a "first come first served" basis (organizations usually apply in the previous year to reserve the date)
- Requests are generally limited to 1 per organization per year

- Flags will only be raised on the city's normal business days

What types of requests will not be approved?

In all cases, the city policies indicate that proclamations/community flag raisings will not be approved for the following types of requests:

- Individuals, organizations or events that are not located in the city or that have no demonstrated significant interest in or relationship to the city
- Religious or political organizations/events
- Businesses or commercial enterprises
- Discriminatory or inflammatory matters or matters inciting hatred or intolerance
- Illegal matters
- Any matters that are contrary to city by-laws/policies

Do proclamations and flag raisings include formal ceremonies/presentations involving the Mayor and/or Councillors?

Our research indicates that cities have eliminated virtually all formalities associated with proclamations and flag raisings, with few exceptions. Proclamations are added to the Council agenda but cities have discontinued the practices of receiving delegations and reading out proclamations at Council. Generally, the requestor simply picks up the signed and sealed proclamation at the Clerk's Office

For the most part, community flag raisings do not involve a ceremony. If a ceremony is requested, cities may provide minimal support (e.g. podium and portable speaker) but the requesting party is responsible for all arrangements, including applicable fees if the nature of the ceremony is such that a special events permit is required. If the requesting organization invites the Mayor or Councillors to attend, the request is forwarded to the Mayor's scheduler or Councillor's Executive Assistant, and will be considered as any other invitation received by the Mayor/Councillor.

In most cases, the city posts a list of proclamations and flag raisings on their Web site. However, requesting parties are responsible for any promotions, including media advisories/news releases.

Do cities have flag poles reserved for the purpose of community flag raisings?

Based on the research, cities generally have a permanent flag display near the main entrance to their City Hall that includes Canada's National flag, the Provincial flag and the City flag. Additionally, most of the benchmark cities have 1 or 2 "community" or "courtesy" flag poles reserved for the purpose of community flag raising requests. However, in a few cases, there are no additional flag poles and the community flags will take the place of the City flag in the City Hall flag display for the duration of the community request period. Where cities have community flag poles, these may be located with the permanent flags or in a separate location within the City Hall plaza area.

What is the cost/budget for these processes?

The benchmark cities were unable to provide specific budget or costs information because flag raisings and proclamations are included in a budget for a broader portfolio of services, and the staff who administer these processes do so along with several other duties. Cities also told us that the amount of time to process requests varies significantly according to several factors. For example, if the request is straightforward, such as a repeat (annual) request or a request from a well-known organization, processing time will be minimal; whereas several hours of research is required in the case of a new request from an unknown organization. In a report to Council, the City of Kitchener estimated that processing flag raising requests takes an average of 1.5 – 2 hours (review and respond to each request and maintain the schedule) for the Protocol Office alone.⁴

However, more time is required if the requestor has not provided all the necessary information or if research is needed to verify the organization's legitimacy and relevance to the community. In cases of potential controversy (e.g. disputes about national flags, geographic areas under conflict) more extensive research and consultation with the provincial protocol office may be required.

If we apply the estimate of 2 hours processing to proclamations as well as flag raisings, and multiply the total annual requests by processing time, we can estimate the total annual processing time (for the Clerk's office alone). The total number of requests received annually varied from city to city, but the range amongst the benchmark cities was, as indicated below:

Request type	# of requests annually	x #hours to process	Total processing time annually (hours)
Proclamations	130-160	2	260-320
Flag Raisings	25 -150	2	50-300
Total requests	155-310		310-620

Additional staff time and costs include:

- Security or facilities staff to raise and lower flags
- Facilities staff to provide equipment for ceremonies (podium, sound system, etc.)
- Communications staff time if Mayor and/or Councillors are attending ceremonies or presentations (protocol arrangements, news releases etc.) or in the case of controversies (to respond to media enquiries)
- Capital cost of purchase and installation of community flag pole (approx. \$2,500)⁵
- Cost of frames for proclamations (approx. \$10 each) for special occasions when Mayor presents the proclamation.

Are requestors required to pay fees or contribute to the costs?

⁴ Estimate based on City of Kitchener report to Council (May 12, 2014, CAO-14-025, p.2-3.)

⁵ Estimate based on City of Kitchener report to Council (June 30, 2014, FCS-14-127, p.)

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All of the benchmark cities that provide proclamations and flag raisings do so at no cost to the requestors. However, parties requesting flag raisings must provide the flag and make all arrangements if they wish to have a ceremony. If the nature of the ceremony is such that a special event permit is required, the requestor is responsible for all arrangements and for payment of the applicable permit fees.

Contemporary/Emerging Approaches for Community Recognition

As urban populations have become larger and more diverse and as new technologies have become available, cities may consider new approaches to recognizing community groups and events. We asked cities to tell us about any new approaches they have implemented or that they are currently considering. We asked specifically about special lighting of the city hall or other civic facilities and use of social media.

We found that it is still early days for cities in this area. Most are using their City's Web site to announce proclamations and flag raisings, but use of social media is fairly limited so far. Cities said they generally promote only city events on social media, but may announce an event for a charitable or non-profit organization if they receive a request. In a report to City Council, the City of Surrey refers to the City's Diversity Advisory Committee, Social Policy Advisory Committee and various festivals/events as approaches to promoting diversity in the community, and publication of community events on the City's Web site as an avenue for bringing awareness to a community organization's culture or cause.⁶

Symbolic Lighting of City Hall or Other Civic Facilities

Four of the cities included in the research illuminate their city hall or other civic property in symbolic colours in recognition of significant community events (e.g. blue lighting for Autism Awareness Day). Three of those cities responded to our request for information. As this is a fairly new practice, only one of the cities has a formal policy in place. Requests are approved by the Mayor's Office or Council. Two cities said they outsource this function at a cost of approximately \$850 to \$1,500 per event. One of those cities said they are doing this as pilot project and have not yet decided whether they will continue, due to the high costs. Because these are high profile events, the cities may post an announcement on social media and issue a media advisory, but there are no formal ceremonies or presentations.

To date, the City of Mississauga has provided two illumination events, which involved the lighting of Celebration Square (blue for World Autism Awareness Day and purple for World Mental Health Day). Requests were received and approved by Council (via deputations) and the Celebration Square tech team along with the Facilities and Property Management Division were responsible for executing the request. The Communications Division lead the related marketing initiatives. The costs of an illumination event vary according to several factors but the estimated cost is consistent with the benchmarking research. It must be noted that the equipment used for illumination events is in high demand for the many events on Celebration Square in the summer and would therefore not be available to accommodate community recognition requests.

⁶ http://www.surrey.ca/bylawsandcouncillibrary/CR_2014-R104.pdf

Intelligent LED lighting systems

The third of the three cities who responded to our information request said they have been able to minimize the ongoing costs of illumination events with the implementation of new technology. An intelligent programmable LED lights system has been installed on the city hall building, which allows the city to vary the colour and arrangement of lights remotely through a computer program (e.g. purple lighting for Woman Abuse Awareness and Prevention day; blue for Autism awareness day, etc.). The city's policy for community requests for illumination events mirrors the city's flag raising policy. The City Clerk has authority to approve or deny requests, but if the Clerk's decision is disputed, the City Council has final authority as to whether or not the request will be granted.

This approach requires a significant initial capital investment, but LED lighting systems provide greater flexibility, require minimal maintenance, and use considerably less energy than conventional lighting systems. As the design and installation of the lighting systems are highly customized, we could not get an estimate of the costs, which vary considerably according to the size and complexity of the project.

A general Web search indicates the use of intelligent programmable lighting systems by cities is growing in popularity globally, not only for recognition of community events, but to highlight iconic and historic civic structures as tourist attractions.

For example, an intelligent lighting system has been installed on the City of Edmonton's historic High Level Bridge. This is an extensive lighting system that includes 60,000 LED lights. The \$2.5 million cost of the system was raised through a "Light the Bridge(LTB)" fundraising campaign which allowed citizens and organizations to "buy a bulb."⁷ The fundraising campaign was an entirely private endeavor, spearheaded by local companies, EPCOR and ATB Financial. Because of the City's tax status and the costs associated with maintaining the "buy a bulb" program, that campaign ended when the LTB project was handed over to the municipality.

The lights are controlled from the City of Edmonton's Network Operations Centre and can be varied in colour and motion for Civic events (e.g. red for Canada Day) and in response to community group requests.⁸ Edmonton reported that, while an LED color-changing system is exponentially less labour-intensive than a manual gel-changing system, it still represents a significant cost to maintain operationally. It has been estimated that the combined hours of technical maintenance, programming, administration and communication involved in operating Light the Bridge is equivalent to a full-time position.

Requests are considered on a case-by-case basis, must be submitted by application to the City's Civic Events Office, and must meet the following criteria:

- Support an event of national or international significance (such as Canada Day or Edmonton hosting FIFA matches).

⁷ <http://globalnews.ca/news/1414636/the-bright-ideas-behind-edmontons-light-the-bridge-project/>

⁸ <http://blog.mastermaq.ca/2014/07/03/edmontons-high-level-bridge-has-lights-now-what/>

- Support of a local festival or event that positively impacts local community spirit (such as Litfest or Oilers home games).
- Support a local, national or international awareness issue that is community-building or related to community health (such as World AIDS Day, Treaty 6 Day or Movember).
- Acknowledge and welcome visiting dignitaries (such as the Royal Family or international civic officials) hosted by our city.
- Tributes or memorial requests may be granted for well-documented local or national figures or service members. The lights will complement existing City of Edmonton Protocol for these events.⁹

Conclusion

In summary, our research results indicated that the practice of community flag raisings is fairly common (83% of the benchmark cities) but issuing proclamations is less common (50%). Cities told us that proclamations generally require more research and are more time consuming. To reduce the time and costs of providing these services and to avoid controversies, cities have implemented standard processes and clear limits. Cities have also eliminated all formalities (e.g. ceremonies, deputations, reading out at Council), with very few exceptions. Despite these efforts, however, these processes continue to be fairly time consuming and challenging in cases of controversy.

With respect to new and emerging approaches to civic recognition, our research suggests that cities are just beginning to consider these. Illumination events involving symbolic lighting of City Hall and other civic structures, appear to be growing in popularity, but are limited due to fairly high costs. Installation of intelligent LED lighting systems reduces ongoing costs and effort for illumination events, but requires a significant initial investment. Use of social media is fairly limited so far. Other approaches to community recognition and inclusivity include diversity committees, multicultural festivals and publication of charitable/non-profit events on the city's Web sites.

Prepared by:

*Louise Donnelly, Researcher
Corporate Performance & Innovation
March 30, 2015*

⁹ http://www.edmonton.ca/attractions_events/schedule_festivals_events/light-the-bridge.aspx

APPENDICES

Appendix 1 – Full Text of 1995 Mississauga Council Resolution 0109-95

0109-95 Moved by: C. Culham seconded by: N. Iannicca whereas, the Municipal Act, R.S.O. 1990, c. m.45, as amended, does not authorize a municipality to issue proclamations or raise flags on behalf of any individual, group of individuals or any other party; and whereas, the costs associated with the provision of these services have been increasing; and whereas, the recent decision of the Ontario Human Rights Commission indicates that if a municipality intends to engaged in these services it must do so in a fashion that complies with the provisions of the Human Rights Code, R.S.O. 1990, c.h.19; and whereas, the impact of this decision will be to further increase the cost of providing these services; now therefore, be it resolved that;

1. The Council of the Corporation of the City of Mississauga hereby rescinds policy number 06-04-03 dated January 13, 1993;
2. Neither the corporation of the City of Mississauga nor its elected officials shall, from March 30, 1995 and thereafter, issue proclamations nor raise flags on behalf of any individual, group of individuals or any other party including any proclamation or flag raising that has been to this date requested but which has not yet occurred.
3. All references to 'proclamations' and 'flag raisings' contained within the Procedural By-law, being by-law 272-92, as amended, be deleted therefrom.

carried pr.04

City of Mississauga Memorandum



7c

To: Diversity and Inclusion Advisory Committee

From: Diana Rusnov, Manager, Legislative Services/Deputy Clerk

Date: November 12, 2015

Subject: Diversity and Inclusion Advisory Committee
Vision and Priorities
Action Plan

Following the September 30, 2015 and October 28, 2015 facilitated sessions with the Diversity and Inclusion Advisory Committee members, the following were identified as the priorities and vision of the Committee. The 'Actions' heading is how the Committee members thought the priorities and vision can be achieved.

Diversity and Inclusion Advisory Committee

Priorities and Vision:

- Have Mississauga set the standard for inclusion moving forward
- Gather and present data/research
- Celebrate Diversity
- Equity Liason Officer
- Review and Recommend regarding policy development
- Educate and Advise Stakeholders
- Be a voice for Vulnerable Groups
- Reach out and engage the community
- We practice inclusive values

Action Plan:

- Act in the Collective Interest vs Self Interest
- Suggest/Support Community Engagement
- Provide evidence based perspective/knowledge for better insight
- Create sub-committees to support work of DIAC Committee
- Apply DIAC lens to policy review and development
- Recommendations to ensure events are inclusive
- Suggest relevant data sources to apply DIAC lens to decisions