Agenda - Executive Policy Committee - July 19, 2006

Report - Standing Policy Committee on Protection and Community Services - July 17, 2006

Item No. 1 Governance of Assiniboine Park
File PR-7.1

STANDING COMMITTEE RECOMMENDATION:

On July 17, 2006, the Standing Policy Committee on Protection and Community Services concurred in the administrative recommendation, as amended, and recommends to Council:

1. That a new partnership model of governance for Assiniboine Park and Forest be adopted in principle:

    A. Key characteristics of the recommended governance model (termed Conservancy Option II contained in the Assiniboine Park Governance Study document dated February 2006 [Revised]) include:

        i. Creation of a new organization established as a not-for-profit corporation;

        ii. Organization would be led by an over-arching board comprised of representatives appointed by the City of Winnipeg, the Province of Manitoba and existing Assiniboine Park partner organizations;

        iii. The board would operate at arms-length from the City under a long-term agreement with the City to operate the Park; the City would retain ownership of all properties and provide an annual grant reviewable year over year.

2. That the Administration be directed to report back to the Standing Policy Committee on Protection and Community Services on the development of the proposed new governance model for Assiniboine Park and its attractions including a cost/benefit analysis and all key requirements necessary to operationalize this entity by November 20, 2006, and that in the interim, the three (3) partner organizations (The Friends of the Assiniboine Park Conservatory, Partners in the Park, Zoological Society of Manitoba) and CUPE Local 500 be consulted in face-to-face meetings.

3. That in developing the proposed new governance model the Administration is advised to include the following principles:

    A. That all citizens shall have free access to Assiniboine Park.
    B. That the values of the framework plan, approved by City Council in 2004, shall be a “living document,” changes to which would require public consultation and agreement between the partners.

Report - Standing Policy Committee on Protection and Community Services - July 17, 2006

STANDING COMMITTEE RECOMMENDATION (continued):

4. That the Administration is also advised to closely examine the Millennium Library Foundation as a model.

5. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Agenda - Executive Policy Committee - July 19, 2006

Report - Standing Policy Committee on Protection and Community Services - July 17, 2006

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On July 17, 2006, the Standing Policy Committee on Protection and Community Services concurred in the administrative recommendation as amended, namely:

- Amend Recommendation 2. as follows:

    - Add the words "to the Standing Policy Committee on Protection and Community Services" after the words "report back" and before the words "on the development";

    - Add the words "by November 20, 2006 and that in the interim the three (3) partner organizations (The Friends of the Assiniboine Park Conservatory, Partners in the Park, Zoological Society of Manitoba) and CUPE Local 500 be consulted in face to face meetings" after the words "this entity".

- Add the following Recommendations:

    3. That in developing the proposed new governance model the administration is advised to include the following principles

        A. That all citizens shall have free access to Assiniboine Park.
        B. That the values of the framework plan, approved by City Council in 2004, shall be a "living document," changes to which would require public consultation and agreement between the partners.

    4. That the Administration is also advised to closely examine the Millennium Library Foundation as a model,

and submitted the matter to the Executive Policy Committee and Council.

Further on July 17, 2006, Darlene Golinoski, President, The Friends of the Assiniboine Park Conservatory, submitted a presentation dated July 2006, in support of the Governance of Assiniboine Park, and Gary Swanson, President, CUPE Local 500, submitted a presentation dated July 17, 2006, in opposition to the Governance of Assiniboine Park.

On July 10, 2006, the Standing Policy Committee on Protection and Community Services laid over consideration of the matter to a special meeting of the Standing Policy Committee on Protection and Community Services to be held at the call of the Chairperson.

RE: Governance of Assiniboine Park

FOR SUBMISSION TO:	Standing Policy Committee on Protection and Community Services
ORIGINAL REPORT SIGNED BY:	Clive Wightman, Acting Director Community Services Department
REPORT DATE:	June 14, 2006

RECOMMENDATION:

1) **That City Council adopt in principle, a new partnership model of governance for Assiniboine Park and Forest;**

   Key characteristics of the recommended governance model (termed Conservancy Option II in the attached Assiniboine Park Governance Study document) include:

   i. **Creation of a new organization established as a not-for-profit corporation;**
   ii. **Organization would be led by an over-arching board comprised of representatives appointed by the City of Winnipeg, the Province of Manitoba and existing Assiniboine Park partner organizations;**
   iii. **The board would operate at arms-length from the City under a long-term agreement with the City to operate the Park; the City would retain ownership of all properties and provide an annual grant reviewable year over year.**

2) **That Administration be directed to report back on the development of the proposed new governance model for Assiniboine Park and its attractions including a cost/benefit analysis and all key requirements necessary to operationalize this entity.**

Report Summary

Key Issues:

- Assiniboine Park is in deteriorating condition. Current operating and financing practices will not sustain it, let alone provide the means for a required multi-million dollar reinvestment for upgrades, modernization and rebuilding of the Park's attractions.

- For the Park to sustain and ideally remodel itself, a more contemporary leadership and administrative structure is required in order to provide overall strategic direction and to fully leverage a combination of private and additional public sources of funds to complement the City of Winnipeg's funding.

- A recent Study entitled *Assiniboine Park Governance Study* proposed two options for Park governance; one option closely resembles a Special Operating Agency model with one over-arching board for the Park functioning in an advisory role and reporting to City Council. The Study's recommended option (Option II in the study) would create new links to the Province of Manitoba through the establishment of a not-for-profit corporation. The model is designed to attract/facilitate reinvestment and public support for Assiniboine Park redevelopment and sustainability while safeguarding public interest and retaining ownership of all Assiniboine Park lands, facilities and structures with the City of Winnipeg.

- The advantages of the recommended option include strengthened stakeholder engagement, meaningful authority to community representatives with real opportunity for philanthropy, fundraising and revenue creation, and an increased responsiveness to visitor needs through a more transparent body responsible and accountable for activities in the City's premier park. Disadvantages include a public sector that may feel challenged by strong private/voluntary sector leadership; for volunteer led organizations operating in the Park, a challenge to their individual autonomy and role; and for the public at large, the potential that they may not feel well served if park development does not meet their expectations.

- Assiniboine Park partner organizations, the Zoological Society of Manitoba, The Friends of the Assiniboine Park Conservatory and Partners in the Park, have jointly endorsed (see attached letter dated April 6, 2006) the recommended governance option emphasizing the Assiniboine Park Framework Plan as "an integral component of the stringent, comprehensive mandate to be imposed on the new board of governance".

- Park partner organizations have also stated their support for having a new governing board take effect at the earliest opportunity in order to staff and oversee business planning and implementation. Before this becomes feasible, Administration will analyze in depth, human resource and collective agreement implications, options for the governance framework (e.g. creation by Act of Legislature or under the City of Winnipeg Charter with enactment of a Provincial regulation) and overall opportunities, risks and benefits of proceeding with the proposed governance model. This analysis will also identify future processes, structures and functions necessary for a new governance structure to effectively fulfill its mandate including division of authorities, responsibilities among stakeholders (government, park partner organizations, public), Board of Director roles and responsibilities and mechanisms to ensure accountability.

- Administration will also complete its review of current City operations in Assiniboine Park, which are supported by three different City Departments. Preliminary analysis suggests that reorganizing operations into a single delivery unit led by and accountable to one authority would create efficiencies, further develop professional and dedicated park staff, empower management with clear lines of authority and enhance performance standards through one line of accountability. A central principle of all analysis and subsequent recommendations will be to ensure that labour agreements are respected and staff benefits and interests are safeguarded.

Implications of the Recommendation(s):

General Implications

(X) None

( ) For the organization overall and/or for other departments

( ) For the community and/or organizations external to the City

( ) Involves a multi-year contract

Comment(s): There are no implications associated with adopting in principle a new governance model and in receiving this Report. General implications for the community, CUPE, WAPSO, other civic departments, policy implications for the organization, human resource and financial implications will be explored subsequent to direction provided in response to this report.

Policy Implications

(X) No

( ) Yes

Comment(s):

Regulatory Implications

(X) None

( ) Eliminates or reduces regulatory impact

( ) Proposes regulatory impact

Comment(s):

Environmental Implications

(X) No

( ) Yes

Comment(s):

Human Resources Implications

(X) No

( ) Yes

Comment(s):

Financial Implications

(X) Within approved current and/or capital budget

( ) Current and/or capital budget adjustment required

Comment(s): There are no financial implications associated with adopting in principle, a new governance model and in receiving this report.

Report

REASON FOR THE REPORT:

On July 21, 2004, City Council received the Assiniboine Park Framework Plan and directed Administration to test the feasibility, sustainability and capital fundraising potential of the Plan and present recommendations for Council consideration. Governance of Assiniboine Park is an integral component in consideration of that comprehensive analysis, affecting the business model that may be adopted in the Park and its fundraising capacity.

HISTORY:

- In 1904, Winnipeg City Council approved the purchase of 283 acres of woodland and prairie to be developed into parkland for the burgeoning city. Over the next several years, Assiniboine Park took the shape all Winnipeggers are so familiar with today. Several land acquisitions and dedications occurred over the years to bring the Park and Assiniboine Forest to its present collective size of more than 1,100 acres.
- During the 1960's and 1970's Assiniboine Park enjoyed a building boom with major renovations and additions to the Conservatory and Zoo.
- In July 2002, a Council seminar was presented by Assiniboine Park Enterprise regarding "A Future Vision for Assiniboine Park". Analysis to date indicated that Assiniboine Park continued to be extremely important to the community, but that major components of its infrastructure required significant reinvestment. Various not-for-profit volunteer groups operating within the Park had recently undertaken or were proposing significant initiatives in partnership with the City of Winnipeg.
- In July 2004, City Council received the Assiniboine Park Framework Plan, a long-range physical development plan created in conjunction with Partners in the Park, The Friends of the Conservatory and the Zoological Society of Manitoba. Council directed administration to test through business case analysis, the feasibility, sustainability, capital requirements and fundraising potential of the Framework Plan.

- Park partner organizations named above, recommended to the Chief Operating Officer of Assiniboine Park Enterprise, that governance be the first order of study, as the governance model chosen will dramatically affect the development of the business model, the amount of private sector funds that partner organizations could raise, and ultimately, determine the amount of continued effort and work partner organizations would be willing to make in support of City of Winnipeg structures and attractions that they had little or no say in operating or developing.
- The Assiniboine Park Governance Study was conducted by reviewing current operating practices in the Park, researching best practice models elsewhere, creating criteria for good governance and various draft models for consultation, discussion and input with more than 150 persons representing key stakeholders and parties interested in Assiniboine Park.

DISCUSSION:

Assiniboine Park is in a state of physical decline. Upwards of $125 million in investment is required over the next ten years to rebuild a Conservatory facility that has surpassed its functional life cycle, redevelop the Zoo into a modern centre of conservation education, address underground and green infrastructure deficits throughout Assiniboine Park, and restore it to a destination place of pride in Winnipeg's park system. Maintaining the status quo is no more sustainable than the notion of relying solely upon City Government alone to provide the required capital to refurbish and rejuvenate Assiniboine Park.

Similar to the need for physical redevelopment, Assiniboine Park, like many major urban parks across North America, is in need of a contemporary leadership and administrative structure to facilitate and steward a revitalized future. Presently, three different departments – Community Services (Assiniboine Park Enterprise), Public Works (Parks and Open Spaces) and Planning, Property and Development (Parks Planning) – operate or have interests in the Park without unified direction or budget control. Four additional not-for-profit organizations operate autonomously or in conjunction with park attractions, each with separate Minutess and development plans and without common strategic direction, reporting requirements or operating plans.

The Assiniboine Park Governance Study studied Assiniboine Park as well as North American park governance models. A variety of public-private partnership models for zoos, conservatories and parks have been developed across the continent in response to declining public funding and a rise in public interest in park renewal and restoration. Trends in philanthropy indicate a heightened interest in governance issues including increased expectations among donors for engagement and assurances of sustainable and accountable operations.

In consultation with an array of stakeholders the Governance Study consultants developed models and recommendations for Assiniboine Park. Both models seek to strengthen the Park as an urban best; and both are based on the notion that there are shared and compatible objectives for park development and rejuvenation between municipal government and private and volunteer sectors interests. Both models also suggest that responsibility, authority, investment and risk can be shared.

The model recommended for further analysis provides a Board structure for new partners including the Province of Manitoba, private sector interests and volunteers to bring resources to Assiniboine Park from a viewpoint of the "whole Park" rather than from single attraction interests that are presently represented. Reorganizing the Park into a single delivery unit under the direction of one administrator accountable to a Board could be expected to bring integration, coordination efficiencies and improvements to operations. A Board accountable to City Council through a transparent charter could be expected to raise funds for capital improvements, develop new revenue opportunities to offset operating costs, and to set direction for the Park within the safeguarded limits of established authority.

Winnipeg Enterprises Corporation, Winnipeg Convention Centre, CentreVenture Development Corporation and The Forks Renewal Corporation each represent successful partnership models the City has developed or become engaged in to accomplish objectives more effectively than could be managed by municipal government processes alone. Similar in the manner that each of these initiatives were developed in response to particular needs and circumstances, a unique model for Assiniboine Park with its unique issues and challenges is required.

Assiniboine Park partner organizations, the Zoological Society of Manitoba, The Friends of the Assiniboine Park Conservatory and Partners in the Park, have jointly endorsed the recommended governance option (see attached letter dated April 6, 2006). The Friends of the Assiniboine Park Conservatory have provided additional correspondence (see attached letter dated April 19, 2006) in response to the consultant's Assiniboine Park Governance Study (also attached). Assiniboine Park Enterprise Administration is committed to continue to work with these key groups to address issues of significance to them. Developing a unified, compelling Park vision that reflects the "values of all and the values of each" is the preferred approach.

A "given" is that Assiniboine Park lands and properties shall remain in perpetuity, the property of the City of Winnipeg, which will always be responsible for safeguarding the park in the interests of residents of Winnipeg. Similarly, Assiniboine Park will require continuous financial support from the City of Winnipeg in the form of an annual operating grant. Beyond those certainties, there are a number of other considerations that require further exploration before final consideration may be given to establishing a new governing board, including:

- Would the Province of Manitoba share annual operating costs and capital contributions for park developments, and in return participate in direction setting for the Park through Board appointments?
- Might the Government of Canada be more inclined to contribute capital funds to projects led by a private / public community-led Board?
- What would be the legal framework governing the entity? What kind of By-Law or Act of Legislature would be required and how might it be developed to set out the governance structure and parameters for governance including mandate, mission, objectives, accountability expectations, Board appointment process, approval processes for capital expansion, management of risk, etc?
- What is the evidence that additional funds would be raised through this new structure?

- What key indicators will be used to determine success in revitalizing and operating Assiniboine Park?
- What processes can be engaged to best ensure joint union and City participation and analysis to safeguard civic staff benefits and interests?
- What are the full union and labour relations issues to be addressed in a process of creating either an SOA-like model or a more autonomous not-for profit organization?
- What processes will be required to reorganize civic operations into one unit, or to develop service level agreements with other civic departments if further study determines that some functions are better purchased than subsumed?
- How would interests of the Park partner organizations be served relative to either their desire to maintain their organizational identity and continue to function, or to evolve their operations and trust their interests to a Park Governance Board?
- What are the taxation issues facing a new enterprise; which assets might be subject to taxation and what are the implications for future costs?

The Governance Study is a cornerstone piece of an all-inclusive review of Assiniboine Park operations. A comprehensive business case including an analysis of fundraising, revenue opportunities, overall park costs and economic impact of park operations and potential redevelopment is being prepared in accordance with the July 2004 Council directive to examine the feasibility and sustainability of the Assiniboine Park Framework Plan. Administration will be report back to Council on the development of the proposed new governance model within the context of this comprehensive review.

Financial Impact Statement Date: June 14, 2006

Project Name: Governance of Assiniboine Park

Comments: There are no financial implications associated with adopting in principle, a new governance model and in receiving this report.

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By:

External Consultation With: Partners in the Park, The Friends of the Assiniboine Park Conservatory, Zoological Society of Manitoba, Charleswood Rotary.

THIS REPORT SUBMITTED BY:

Community Services Department
Assiniboine Park Enterprise Division
Prepared by: Patti Sullivan, Chief Operating Officer
File No.

Attachments:

1) Assiniboine Park Partner Organizations Endorsement Letter April 6, 2006
2) Friends of the Assiniboine Park Conservatory Letter April 19, 2006
3) Assiniboine Park Governance Study (double-click on icon below)

partners IN THE PARK

the Friends OF THE ASSINIBOINE PARK CONSERVATORY

zoological society of manitoba

RECEIVED APR 1 0 2006

April 6, 2006

Ms. Patti Sullivan, Chief Operating Officer
Assiniboine Park Enterprise
City of Winnipeg
6th Floor- 395 Main St.
Winnipeg, MB
R3B 3N8

Dear Patti:

Re: Non-Profit Organizations' Joint Response to the Assiniboine Park Governance Study

This letter has been prepared by the three non-profit organizations representing the Boards of Directors for Partners in the Park, The Friends of the Conservatory, and Zoological Society of Manitoba. Our organizations represent the significant interests of the citizens of Manitoba in the current state and future goals of the Assiniboine Park and its contributing assets to the success and quality of life in the City of Winnipeg and Province of Manitoba. As well, our organizations are responsible for managing and operating many of these City of Winnipeg assets or their amenities through a series of contractual agreements.

We believe the initiative undertaken by the City of Winnipeg to contract the preparation of the Assiniboine Park Governance Study (Study) is a significant step forward to realizing the true world class potential of our Assiniboine Park. The three respective organizations were advocates of the study being undertaken and we appreciated being included in the process from the outset.

As contributors to the Study, each of our Boards has unanimously endorsed the following comments and recommendations for its implementation:

- It is our position that the **Conservancy Option II** - a provincially incorporated not-for-profit company with an independent board operating at arm's length from the City - is the more viable governance model of the two options presented.

- It is our position that the **Assiniboine Park Framework Plan** (endorsed by each of our non-profit organizations as well as by the City of Winnipeg's City Council) must be an integral component of the stringent, comprehensive "mandate" to be imposed on the new board of governance for Assiniboine Park, providing that it is sustainable and that the funding required to implement the framework plan is achievable.

- Each of our non-profit organizations working together with Assiniboine Park Enterprise, the **City of Winnipeg and the Province of Manitoba** governments must be involved in the establishment of the Conservancy Option II's provincially incorporated not-for-profit corporation, formulation of the new board and involvement in the subsequent implementation of this new governance

- model going forward. To that end, we propose that a majority of the new Board must consist of members appointed by the three above mentioned organizations.

- It is our position that each of our non-profit organizations will continue to be a vital component to the success of Assiniboine Park. We do not believe that the "devolution" of the non-profit organizations as outlined in the Recommendations of the Study is necessary, but rather an evolution of our roles in support of the new governance model must be determined for the following reasons:

    - Community involvement in the Park through our dedicated and committed members and volunteers can only enhance the viability of every future activity in the Park.

    - It is our commitment that each of our non-profit organizations will re-focus their activities and mandates to provide the community support for the new Conservancy Option II's not-for-profit company that will make the Assiniboine Park world class.

- It is our position that a transition committee as recommended in the report will undermine the efforts of a new Board, and we strongly oppose that recommendation. Ultimately, it will be the new Board and CEO that will implement the business plan, and therefore it is imperative they be brought in to the process at the earliest opportunity. The new Conservancy Option II's Governance Board should be established as soon as possible and be responsible for the initial staffing, including hiring of the CEO. The CEO would be responsible for the resourcing and budgeting activities as outlined in the Study. The CEO should further oversee and complete any remaining business plan activities currently being undertaken by Assiniboine Park Enterprise.

As previously stated, the positions outlined in this letter represent the cumulative, unanimous endorsement of our three Boards. When appropriate, we would be prepared to take these positions forward to interested parties. We believe the future success of our City's most important asset can only be achieved through the implementation of the recommendations in this letter.

We look forward to the report that you will be presenting to City Council, and thank you for your efforts and support of our organizations during the course of this process.

Partners in the Park	**Friends of the Conservatory**	**Zoological Society of Manitoba**
Hartley Richardson Chair	Darlene Golinoski Chair	Mike Stevens Chair

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Winnipeg, Manitoba R3P 2N5
204.837.4324
e-mail: friendsconservatory@mts.net

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the Friends
OF THE ASSINIBOINE PARK CONSERVATORY

April 19, 2006

Patti Sullivan
Chief Operating Officer
Assiniboine Park Enterprise
City of Winnipeg
6th Floor 395 Main Street
Winnipeg, MB R3B 3N8

Re: The Friends Of Assinboine Park Conservatory Response to the Assiniboine Park Governance Study

Dear Patti:

In addition to the positions stated in the Non-Profit Organization's Joint Response to The Assiniboine Park Governance Study dated April 5,2006, The Friends of The Assiniboine Park Conservatory raise the following issues not included in the above named letter:

1. **Continuance of Existing Boards as Boards within the Park Governance Structure**
   Each existing Board must have the opportunity to evolve or eliminate themselves as they see fit to achieve the overall success of the park.

   The Friends of Assiniboine Park Conservatory represent the largest single volunteer organization within the park with over 400 active volunteers donating over 13.5 staff years of work per year and a total membership of over 1100. The many years of successful operation of The Friends have given The Friends community acceptance and credibility in the service provided to the park. There is no reason to throw this hard won trust away just to try to re-establish it with a new group. There is no guarantee that current volunteers or donors would transfer to a new structure. Eliminating The Friends to try to establish a new entity for the sake of change could result in years of work and trust being lost. **To remove an established organization and attempt to replace it with another entity without a clearly justifiable reason is gambling with the future of the Park.**

   - Volunteers must not be relegated to only providing labour in the Park. This would ***disenfranchise the volunteers resulting in a reduction in volunteerism.*** It is a well established fact that urban parks cannot continue to exist without a strong volunteer base **operating at all levels.**

   - With one overall board for the Park there will be a loss of contact with the volunteer base in the FAPC. To ensure community participation in the

operation and direction of the park, citizens from groups active in providing service to the park must have ongoing representation on a Park Board through their own structure and continue to have fixed representation on it for future evolutions of the Park Board not just the first board . Some form of these groups must continue to exist in order to attract interested individuals.

2. The financial responsibility of the City to the Citizens of Winnipeg.

- **Funding:** The "rolling three year plan" referred to in The Acumen Report (page 41) will significantly limit the amount of continuing financial support for the Park. As sole managers of the Park, the proposed Conservancy would have to be heavily involved in day-to-day operations and maintenance issues and funding for all the major infrastructure work as well as "fixing" current deterioration and degradation of natural assets. These high costs are unknown at present, but would likely be off-loaded by the City to the new Park Governance Board if the proposals in the Acumen report are accepted.. Additionally, other significant costs could be incurred. To simply suggest an annual review of funding is totally inappropriate; the City must be pre-committed to support the Park on a reasonable long term basis. It has no right to off-load unforeseen costs and capital costs to the Park Board.
- **Taxation:** Option II of the Acumen Report makes no mention of the tax status of the proposed enterprise. Yet, if the Park's support is to be removed as line items in the City's budget, and the proposed governance board be required to raise its own operating and maintenance funds (supported perhaps be a series of civic grants) then it would seem to follow that the assets of the proposed enterprise might also be subjected to property tax. This would give rise to ultimate over-commercialization of the Park destroying the very reason for its existence. A precedent for this may be found in the operations of The Forks, which is subject to City taxation and which spends a great deal of its energy in raising operating funds by selling off bits and pieces of its rapidly diminishing green space. The Park is paid for through taxation of the City's citizens and the City must be responsible for the park and to its citizens. The park must be viewed as a valuable resource to nurture citizens of the City and as a greenspace to draw visitors.

3 Ensured Financial Support

The Acumen Report claims that the new governance model will save money. It provides no evidence to support its view. Any efficiencies that may occur by consolidating costs, we fully support. However, the report fails to consider:

- Economies of scale that exist when the City provides such services as snow removal, maintenance to infrastructures, road repairs, policing, and so on. For a separate entity to provide these services can be very costly. (San Francisco Botanical Gardens can attest to this problem.)
- Insurance. Currently the City is self-insured. If the new entity has to pay for its own insurance, this cost will be staggering.

- The City now absorbs unanticipated expenditures (snow removal after a blizzard, water main breaks, etc) but under a fixed grant from the City there would be no such funding.
- Present funding allows for capital replacement and improvement. A grant system would not.

As citizens committed to the ongoing support and renewal of Assiniboine Park, we urge you and city councilors to give these concerns serious consideration.

Yours truly

Darlene

Darlene Golinoski
President
The Friends of the Assiniboine Park Conservatory

Cc The Board
Governance Subcommittee