

COMMITTEE OF THE WHOLE – NOVEMBER 7, 2005

FLAG RAISING / HALF-MASTING POLICY

Recommendation

The City Clerk recommends:

- 1) That the attached Flag Raising / Half-Masting Policy (Attachment 1), be approved; and
- 2) That Council Policy No. 03.09, Flag Raising Policy (Attachment 2), be rescinded.

Economic Impact

There will be some impact on Building & Facilities and Corporate Communications operating budgets in terms of staff overtime associated with services provided with respect to flag raising ceremonies that are held after regular business hours, including weekends. Recreation & Culture's user fee revenue will be impacted should Council approve requests to hold receptions at the Civic Centre at "no charge".

Purpose

To respond to Council's direction that staff provide a policy addressing when to lower the City's flags to half-mast.

Background - Analysis and Options

In 2004 a request was received from the Labour Council, Toronto & York Region, to lower the City's flags to half-mast in recognition of the "Day of Mourning for Workers Killed or Injured on the Job". Council's consideration of this request included direction for staff to provide a policy addressing when to lower the City's flags to half-mast. A copy of the Council extract dealing with this matter is attached (Attachment 3).

Council Policy No. 03.09, Flag Raising Policy, that was adopted by Council in 1994 does not address the lowering of flags to half-mast. Several municipalities and the Region of York were contacted with respect to their flag protocol. Summarized below is the information provided/comments received in this regard:

Region of York	Do not have a written policy. Flag raising requests are dealt with through the office of the Regional Chair. The protocol established by the government of Canada is used for lowering of flags to half-mast.
Town of Markham	Do not have a written policy. Flag raising requests are dealt with through the office of the City Clerk. Requests are seldom denied. The protocol established by the government of Canada is used for lowering of flags to half-mast.
Town of Richmond Hill	<u>Official flags – political – religious – other</u> Official flags on any political jurisdiction or of any religious, charitable or fraternal organization shall be permitted.
City of Mississauga	In 1995 Mississauga Council directed "no proclamations or raising of the flag". The protocol established by the government of Canada is used for lowering of flags to half-mast.

City of Toronto	<p>Will only fly the flags of nations recognized by the Federal Department of Foreign Affairs, on national days or on the anniversary of a special occasion, or the flags of non-profit or charitable organizations.</p> <p>Flags lowered to half-mast on the National Day of Mourning, Remembrance Day and the National Day of Remembrance and Action on Violence against Women.</p>
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Flag Raising and Flag Raising Ceremonies

Previously the City would raise the following flags at the Civic Centre upon the submission of a written request:

- Canadian Cancer Society
- Canadian Legion
- Canadian Red Cross
- Heart and Stroke Foundation
- Lung Association
- Salvation Army
- Terry Fox

However, over the last several years this practice was discontinued partly as a result of Council's resolution in November 1998, "That the City issue no proclamations". This resolution is no longer applicable as a Council Policy addressing proclamation requests was adopted in 2004. In 2004 and 2005 the Filipino-Canadian Association of Vaughan requested that the Philippine flag be raised to commemorate the anniversary of the Philippine Independence. Council granted both these requests as well as a request received this year from the Russian Federation in Toronto to raise the Russian flag to commemorate the National Day of the Russian Federation.

Previously flag raising ceremonies were also held at the Civic Centre. Requests for flag raising ceremonies were processed and coordinated by the Mayor's office.

Half-masting

For the most part municipalities are guided by the protocol established by the government of Canada with respect to lowering of flags to half-mast. The government of Canada observes the following special days:

- April 28, Workers' Mourning Day;
- November 11, Remembrance Day; and
- December 6, National Day of Remembrance and Action on Violence Against Women.

The City's practice has been to lower the flag to half-mast to commemorate special days such as Remembrance Day, November 11, and in recognition of the death of a prominent public figure. In 2004 and 2005 the Labour Council, Toronto & York Region requested the City's flags be lowered to half-mast on April 28th, Day of Mourning for Workers Killed or Injured on the Job. Council granted these requests and in the last two years the City has lowered the flags to half-mast on April 28, Day of Mourning for Workers Killed or Injured on the Job.

Proposed Flag Raising / Half-Masting Policy

The proposed Flag Raising / Half-Masting Policy incorporates guidelines for the raising and lowering of flags, requests received from ethnic groups or non-profit, charitable organizations, requests received for the Mayor and Members of Council to participate in a flag raising ceremony and requests to hold a reception at the Civic Centre following a flag raising ceremony.

The current practice of forwarding flag raising requests to Council will continue in the form of an information report from the City Clerk, rather than seeking Council direction. This provides for public awareness of activities such as charitable organization's fund raising drives, multi-cultural events and national and independence days.

Requests received by the City Clerk to lower the flags to half-mast will only be forwarded to Council for direction if the day requested is not included in the policy.

Relationship to Vaughan Vision 2007

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved.

Conclusion

Staff recommend the proposed Flag Raising / Half-Masting Policy be adopted, recognizing that the Mayor and/or City of Vaughan Council may direct that a specific flag be flown/lowered, or not flown/lowered, on a specific date.

Attachments

- Attachment 1: Proposed Flag Raising / Half-Masting Policy
- Attachment 2: Council Policy No. 03.09, Flag Raising Policy
- Attachment 3: Council Extract, Item 24, CW Report No. 29, adopted by Council on March 29, 2004

Report prepared by:

Sybil Fernandes, Manager of Administrative Services/Deputy City Clerk (Ext. 8628)

Respectfully submitted,

John D. Leach
City Clerk

FLAG RAISING / HALF-MASTING POLICY

POLICY STATEMENT

Flag raisings enhance public awareness of activities occurring such as fund-raising drives, multi-cultural events and national and independence days.

Half-masting of national flags is a well-established procedure whereby countries bestow an honour and express a collective sense of sorrow such as in recognition of the death of prominent public figures. Flags will be flown at half-mast in accordance with the protocol established by the government of Canada.

ADMINISTRATION OF THE POLICY

- 1) The City Clerk be delegated authority to administer the Flag Raising/ Half-Masting Policy.
- 2) Notwithstanding any of the foregoing, the Mayor and/or City of Vaughan Council may direct that a specific flag be flown/lowered, or not flown/lowered, on a specific date, in which event such direction shall supercede over any other direction contained in this policy.

FLAG RAISING

- 1) Flags that are currently flown at the City of Vaughan Civic Centre and all of its associated facilities, including Fire Stations, on a continual basis, namely the Canadian, Provincial and City flags, shall continue to be flown.
- 2) In recognition of the ethnic diversity of the residents of the municipality the City of Vaughan will fly at the Civic Centre the flag of any nation, country or ethnic group on the national day or on the anniversary of a special occasion, upon a written request to the City Clerk submitted one month in advance by that nation, or ethnic group or its representatives;

However, by the flying of the flags referred to above, the City of Vaughan neither implies nor expresses support for the politics of these nations and/or ethnic groups, but flies the flag in recognition of those of its citizens who have made the request.
- 3) The City of Vaughan will fly at the Civic Centre the flag of civic origin representing formally recognized delegations visiting the City of Vaughan for an allotment of time limited to the duration of the respective visitation.
- 4) Flags of non-partisan, non-profit, charitable organizations shall be flown at the City of Vaughan Civic Centre upon a written request to the City Clerk submitted one month in advance on the understanding that the individual flag will not be flown for a period longer than one week.
- 5) Conflicts between the date requested by two or more nations, ethnic groups or non-partisan, non-profit, charitable organizations, will be settled in favour of the nation or group which first made its request.

FLAGS AT HALF-MAST

- 1) Flags at the City of Vaughan Civic Centre and all its associated facilities, including Fire Stations, shall be 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 shall be flown at half-mast in the event of the death of:

FLAG RAISING / HALF-MASTING POLICY

- the Queen.
 - an immediate relative of the Queen.
 - the current or former Governor General of Canada.
 - the current or former Prime Minister of Canada.
 - the current or former Lieutenant Governor of Ontario.
 - the current or former Premier of Ontario.
 - a local MP or MPP.
 - the current or former Mayor of the City of Vaughan.
 - a current or former Council member of the City of Vaughan.
 - employees of the City of Vaughan in recognition of workplace related deaths.
 - Vaughan Fire and Rescue Services fire fighters in recognition of line-of-duty deaths.
- 2) Flags at the City of Vaughan Civic Centre and all its associated facilities, including Fire Stations, shall be flown at half-mast to commemorate the following special days in accordance with the protocol established by the government of Canada:
- April 28, National Day of Mourning for Workers Killed or Injured on the Job.
 - November 11, Remembrance Day.
 - December 6, National Day of Remembrance and Action on Violence Against Women.
- 3) When recognizing the death of an individual, the flags will be lowered to half-mast position on the day of the death, and raised the day following the funeral.
- 4) Flags that are flown at the City of Vaughan Civic Centre at half-mast to commemorate the above-noted special days will be lowered to half-mast position at the start of the business day and raised at the close of the business day.

REQUESTS FOR FLAG RAISING

- 1) Flag raising requests from ethnic groups or non-partisan, non-profit charitable organizations, should be submitted in writing to the City Clerk one month in advance and will be confirmed on a first come first served basis.
- 2) The flag that is being requested to be flown must be personally delivered or mailed to the attention of the City Clerk.
- 3) The City Clerk will contact Building & Facilities staff who will be responsible for raising the flag on the appropriate day.

REQUESTS FOR THE MAYOR AND MEMBERS OF COUNCIL TO PARTICIPATE IN A FLAG RAISING CEREMONY

- 1) Requests for the Mayor and Members of Council to participate in a flag raising ceremony should be submitted in writing to the City Clerk one month in advance.
- 2) The flag being requested to be flown must be personally delivered or mailed to the attention of the City Clerk.

FLAG RAISING / HALF-MASTING POLICY

- 3) The City Clerk will forward the request to the Mayor's office. The Mayor's office will be responsible for coordinating the date and time of the flag raising ceremony. The Mayor's office will advise all Members of Council, the City Clerk and Corporate Communications of the confirmed date and time of the ceremony.
- 4) The City Clerk will contact Building & Facilities staff who will be responsible for raising the flag at the ceremony.
- 5) The individual and/or group requesting the flag raising ceremony will be responsible for photographs, if required.
- 6) Corporate Communications will be responsible for related media releases.

REQUESTS TO HOLD A RECEPTION FOLLOWING A FLAG RAISING CEREMONY

- 1) Requests to hold a reception at the Civic Centre in Council Chambers, the Public Hearing Room or other boardroom at "no charge" following a flag raising ceremony should be submitted in writing to the City Clerk one month in advance and will require Council approval.
- 2) It will be the responsibility of the individual and/or group that requests a reception to be held following a flag raising ceremony to:
 - (a) Arrange for permitting of the required space (e.g. Council Chambers, Public Hearing Room) through Recreation and Culture (Permits).
 - (b) Request any furniture, such as tables, that may be required for the event.
 - (c) Arrange for catering.
 - (d) Arrange for a photographer, if required.

FLAG PLACEMENTS

In general, the order of precedence for flags is Canada, Ontario and City of Vaughan. When viewed from the front the flags are placed in descending order from left to right. Where there are three flag poles the Canada flag is placed in the centre, Ontario to the right and the City of Vaughan to the left. For all other flag placements the federal flag protocol will be followed.

**CITY OF VAUGHAN
POLICY MANUAL**

SECTION: ADMINISTRATION		POLICY NO.: 03.09
CNL: 94.06.20(34)		
DEPARTMENT: ADMINISTRATIVE	SUBJECT: FLAG RAISING POLICY	

Council resolved:

That the policy as contained in the report of the City Clerk dated June 13, 1994, attached as Appendix 2, governing the raising of flags at the City of Vaughan Civic Centre, be adopted as follows:

- a) Flags which are currently flown at the Civic Centre and all of its associated facilities, on a continual basis, namely the Canadian, Provincial and City Flags, continue to be flown;
- b) Raising of flags shall be limited to those flags of civic origin representing formally recognized delegations visiting the City of Vaughan and shall be flown for an allotment of time limited to the duration of the respective visitation;
- c) The raising of a national flag shall occur only in those instances where the appropriate flag of civic origin representing formally recognized delegations visiting the City of Vaughan is not available or where the nature of a formally recognized delegation visiting the City of Vaughan would so warrant;
- d) Raising of the flags indicated heretofore will by no means be deemed an indication nor an expression of political support for a particular nation or ethnic group by the City of Vaughan. Flags will only be flown in recognition of dignitaries visiting the City of Vaughan in a official representative capacity;
- e) Flags of non-profit, non partisan, charitable organizations shall be flown at the Civic Centre upon submission of a written request;
- f) any conflicts between the date requested by non-profit, non-partisan, charitable organizations and official municipal events, will be settled in favour of the group which first made its request; and
- g) The City Clerk be delegated authority to approve and monitor flag raising in future in accordance with Council policy.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF MARCH 29, 2004

Item 24, Report No. 29, of the Committee of the Whole, which was adopted, as amended, by the Council of the City of Vaughan on March 29, 2004, as follows:

By directing that staff provide a policy addressing when to lower the City's flags to half-mast.

24 **PROCLAMATION REQUEST –
DAY OF MOURNING FOR WORKERS KILLED OR INJURED ON THE JOB**

The Committee of the Whole recommends:

- 1) That clauses 1 and 2 of the recommendation contained in the following report of the City Clerk, dated March 22, 2004, be approved; and
- 2) That City's flags be lowered to half-mast on April 28, 2004.

Recommendation

The City Clerk recommends:

- 1) That April 28, 2004 be proclaimed as a "Day of Mourning for Workers Killed or Injured on the Job";
- 2) That the proclamation be posted on the City's website, published on the City Page, space permitting, and that staff issue a news release; and
- 3) That Council provide direction with respect to the request to lower the City's flags to half-mast.

Purpose

To respond to the request received from the Labour Council, Toronto & York Region.

Background - Analysis and Options

The correspondence received from Mr. John Cartwright, President, Labour Council, Toronto & York Region, dated March 15, 2004, is attached (Attachment 1).

The proclamation request meets the requirements of the City's Proclamation Policy as the matter relates to municipal business.

The Labour Council has requested the City publicize the proclamation as widely as possible. The Corporate Communications department posts proclamations issued by the City on the City's website under "Events – Proclamations". Publishing proclamations on the City Page depends on space availability. Corporate Communications will, given sufficient lead-time, issue news releases in support of the proclamations.

The City has a Flag Raising Policy (Attachment 2) that does not address lowering the flags to half-mast. The practice has been to lower flags to half-mast to commemorate special days such as Remembrance Day or as a measure of respect and condolence when a high profile official passes away.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF MARCH 29, 2004

Item 24, CW Report No. 29 – Page 2

Relationship to Vaughan Vision 2007

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved.

Conclusion

Staff is recommending April 28, 2004 be proclaimed as a “Day of Mourning for Workers Killed or Injured on the Job” and that the proclamation be posted on the City’s website, published on the City Page, space permitting, and that staff issue a news release. Council direction is requested with respect to lowering the City’s flags to half-mast.

Attachments

Attachment 1 - Correspondence from Mr. John Cartwright, President, Labour Council, Toronto & York Region, dated March 15, 2004

Attachment 2 - Flag Raising Policy

Report prepared by:

Sybil Fernandes, Deputy City Clerk/Manager of Administrative Services, Ext. 8628

(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)