



CITY COUNCIL REPORT

TITLE:

COUNCIL COMMITTEES AND BOARDS REVIEW

PRESENTER:

Renee Sigurdson

DEPARTMENT:

Legislative Services

ATTACHMENTS:

DATE:

8/5/2026

CLEARANCE / APPROVALS:

Dave Wardrop General Manager

Dave Wardrop City Manager

RECOMMENDATION(S):

That City Council receive the Committee Review Report as information;

And further, that City Council direct Administration to bring forward the following amendments to Organizational By-law No. 6650 to:

1. Remove the Brandon Municipal Heritage Advisory Committee from the Organizational By-law, recognizing that it is governed through its own by-law and applicable provincial legislation;
2. Establish a Governance and Priorities Committee; and
3. Establish an Appeals Committee to oversee appeal hearings under applicable City by-laws and to conduct appeal hearings currently assigned to the Building Standards and Taxi Appeal Committees.

And further, that City Council direct Administration to bring forward amendments to Procedure By-law No. 6634 to recognize Educational Briefings as a meeting format for Council information, training, and learning purposes.

And further, that City Council approve the Committees and Boards Policy and direct each internal board and committee to prepare Terms of Reference within twelve (12) months of approval of the policy to be attached to the Policy as "Appendix B".

And further, that City Council authorize Administration to propose re-establishing the Joint City of Brandon and Brandon School Division Committee to the Brandon School Division Board of Trustees.

And further, that City Council direct Administration to proceed with a second phase of review focused on Council appointments to external boards and committees to identify opportunities for improved efficiency, alignment, and reporting.

BACKGROUND:

The City of Brandon has several committees, boards, and external appointment bodies that support Council decision-making, legislative responsibilities, public participation, and community partnerships. While individual committees have been established over time through by-law, policy, agreement, or practice, there is currently no comprehensive framework that defines the purpose, structure, reporting expectations, or review process for committees and boards as a whole.

Administration has completed a review of the City's current committee structure. The review confirmed that Council committees generally operate in an advisory capacity, with recommendations returning to Council for final decision. The review also identified opportunities to improve consistency, reduce duplication, clarify mandates, and better distinguish between meeting formats used for education, discussion, recommendations, and formal decision-making.

The current Organizational By-law establishes Council's organizational structure and includes provisions related to Council committees. The Procedure By-law regulates the proceedings and conduct of Council and its committees. Together, these by-laws provide the foundation for Council's governance and meeting processes. The proposed recommendations are intended to modernize these tools and create a clearer, more transparent framework for Council, Administration, committee members, and the public.

ANALYSIS:

The review identified that the City's committee structure has developed incrementally over time. As a result, committee mandates, appointment practices, and meeting expectations are not always clearly defined or consistently applied. This can create uncertainty about the role of committees, the distinction between advisory discussion and Council decision-making, and the level of administrative support required.

The proposed amendments improve the current structure in several ways:

First, removing the Brandon Municipal Heritage Advisory Committee from the Organizational By-law recognizes that the committee is already governed through its own by-law and applicable provincial legislation. This avoids duplication and ensures the Organizational By-law focuses on committees directly established through that by-law.

Second, establishing a Governance and Priorities Committee provides Council with a dedicated forum for strategic governance discussions, priority-setting, policy development, and long-term planning. This structure would allow Council to review complex matters in a more deliberate way before they proceed to a regular Council meeting for decision.

Third, establishing an Appeals Committee consolidates appeal functions into a clearer and more consistent structure. This body would consolidate the need and act as the Taxi Appeal Committee, Building Standards and Compliance Committee, as well as other City by-law authorizing an appeal of administrative decisions to Council such as the Accommodation Tax By-law.

Fourth, a Committees and Boards Policy creates a shared framework for all internal committees and boards. Requiring a consistent Terms of Reference for each body clarifies the mandate, authority, membership, reporting expectations, meeting frequency, administrative support, and review timelines. This would improve accountability and help ensure each committee continues to serve a current municipal purpose.

Fifth, recognizing Educational Briefings in the Procedure By-law helps distinguish between learning sessions and meetings where Council direction or decisions may occur. Educational Briefings would be used to provide information, training, background, legislative updates, or subject-matter briefings to Council. No decisions, resolutions, or direction would be provided during these sessions. This distinction supports transparency by making it clear when Council is receiving information only and when matters are being advanced for debate, recommendation, or decision.

Finally, defining the above meeting structures will assist Council, Administration, and the public in understanding how matters move through the governance process. Educational Briefings supports learning and information-sharing; Committee of the Whole supports more detailed discussion and recommendation development; and regular or special meetings of Council remain the formal venue for resolutions, by-laws, and final decisions. This creates a more transparent progression from information, to discussion, to decision.

LEGISLATIVE REQUIREMENTS:

Organizational By-law No. 6650 establishes the Council's structure and committees while Procedure By-law No. 6634 sets out meeting procedures, including provisions for Council meetings, Committee of the Whole, special meetings, committee reports, and the conduct of Council business.

Any changes to the City's committee structure or meeting procedures must therefore be implemented through amendments to the applicable by-laws.

STRATEGIC ALIGNMENT:

The recommendations support effective municipal governance by improving clarity, transparency, accountability, and efficiency in Council's committee and meeting processes.

FINANCIAL IMPACT:

There is no financial impact associated with directing Administration to bring forward the proposed by-law and policy amendments.

RISK ASSESSMENT:

The primary risk of maintaining the current structure is continued inconsistency in committee mandates, meeting expectations, reporting practices, and Council appointment obligations. Without a clear framework, committees may operate with varying levels of formality, unclear mandates, or duplicative roles.

COMMUNICATION STRATEGY:

If approved, Administration will prepare the required by-law amendments and policy documents for Council's consideration at a future meeting.

The Clerk's department will also work with internal committees and boards to support the development of Terms of Reference and understanding of any changes approved.

The proposed re-establishment of the Joint City of Brandon and Brandon School Division Committee will be communicated to the Brandon School Division Board of Trustees for consideration.

CONCLUSION:

The committee review provides an opportunity to modernize the City of Brandon's committee and meeting framework. The recommendations will improve governance by clarifying committee mandates, reducing duplication, standardizing expectations, and better distinguishing between education, discussion, and decision-making formats.



City Policy & Procedure

Title: Council Committees and Boards Policy

Policy:

Covers: Council Committees, Boards, and External Appointments

Effective: [To be approved]

Policy Statement: The City of Brandon establishes committees and boards to support effective governance, informed decision-making, public participation, and accountability. Committees and boards must operate within their approved mandate, applicable legislation, Council direction, and City bylaws and policies.

Purpose: This policy provides a consistent governance framework for the establishment, composition, operation, review, and dissolution of Council committees, boards, and external appointments of the City of Brandon.

Scope: This policy applies to members of Council, Administration, and citizen members appointed to Council committees and boards. It also applies to Council representatives appointed to external boards, agencies, and other public bodies.

**Where there is any conflict or inconsistency between the policies and procedures adopted by the City of Brandon and the terms of a Collective Agreement entered into and adopted by the City of Brandon, and/or the provisions contained within a statute or regulation of the Government of Canada and/or the Province of Manitoba and/or a by-law of the City of Brandon, the Collective Agreement or the Federal or Provincial statute or regulation or by-law of the City of Brandon shall supersede such policies or procedures adopted by the City of Brandon.*

1. Definitions

For the purpose of this policy:

Administration means employees of the City of Brandon acting within their assigned responsibilities.

Chair means the member authorized to preside over meetings of a committee.

Citizen Member means a member appointed by Council who is not a member of Council or an employee of the City, unless otherwise expressly authorized.

City Clerk means the City Clerk for the City of Brandon or designate.

Committee means an internal Committee, Board, or Commission body established by Council by-law or resolution to carry out specific governance, advisory, adjudicative, oversight, or operational purpose.

Council means the duly elected Council of the City of Brandon.

Councillor means an elected member of Council and includes the mayor unless stated otherwise.

Ex Officio means a member by virtue of holding another office, such as mayor or city manager. Ex Officio members shall not vote or count towards quorum unless named as a voting member in the Terms of Reference.

External Committee, Board, or Commission means an organization that is not established by Council but to which Council may appoint one or more representatives.

In Camera means to close a meeting or portion of a meeting to the public and the matters discussed in-camera must remain confidential until it is discussed by Council or the committee in a public meeting.

Mayor means the duly elected mayor of the City of Brandon.

Member includes Councillors, citizen members, and Administration in advisory or support roles as identified in the Terms of Reference.

Quasi-Judicial Body means a board or committee exercising independent decision-making authority under legislation or bylaw.

Staff Liaison means the non-voting employee(s) assigned by the City Manager to provide subject matter expertise and support.

Terms of Reference means the Council approved document that sets out the mandate, membership, reporting relationship, meeting requirements, and authority of a committee or board.

2. Guiding Principles

Accountability: Committees and boards are accountable to Council unless otherwise established by legislation.

Role clarity: Mandates, authority, and reporting relationships must be clearly defined.

Advisory focus: Unless authority has been specifically delegated by legislation or bylaw, committees and boards provide advice and recommendations and do not bind Council.

Public participation: Committees and boards should support meaningful public involvement and community expertise where appropriate.

Efficiency: Committees and boards must use Council and administrative resources responsibly and avoid duplication.

Transparency: Meetings, decisions, and records must be managed in accordance with applicable legislation, bylaws, and City procedures.

3. Committee and Board Classification

Committees and boards may be classified as follows:

- **Standing Committees:** Ongoing bodies established to support Council in governance, oversight, or policy review.
- **Advisory Committees:** Bodies established to provide subject matter expertise, stakeholder input, or community perspectives.
- **Ad Hoc Committees or Task Forces:** Temporary bodies established for a defined purpose and time.
- **Quasi-Judicial Bodies:** Boards, commissions, or committees that exercise independent statutory or bylaw-based decision-making authority.
- **External Boards, Committees, and Agencies:** Independent organizations to which Council appoints one or more representatives.

4. Establishment, Continuation, Dissolution, and Review

Council may establish a committee or board by bylaw or resolution where it is necessary or advisable to support Council's governance responsibilities, meet legislative requirements, provide oversight, or obtain specialized community input.

Every committee or board established by Council must have approved Terms of Reference attached to this policy as Appendix "B". Any changes to Terms of References may be recommended by the committee or board for Council's consideration.

Council may, by recommendation or as deemed necessary, establish an Ad Hoc Committee or Task Force by resolution for a specific issue or purpose for a specific timeline.

All committees and boards may be amended or dissolved in the same manner it was created, either by resolution or by-law.

Council must review committees and boards at least once during each Council term, to determine continued relevance, effectiveness, alignment with strategic priorities, and resource requirements.

5. Membership and Appointments

To be eligible for appointment as a citizen member, applicants must be at least 18 years of age and reside in the City of Brandon unless otherwise specified in the Terms of Reference.

Council appointments are managed by the City Clerk in consultation with the Mayor to be considered by Council in accordance with the Organizational By-law.

The City Clerk administers the recruitment and application process for citizen appointments to committees and boards established by Council, where citizen members are required. Recommendations for appointment or reappointment are prepared for Council's consideration at the annual organizational meeting or at another Council meeting where a vacancy or appointment is required. Citizen members seeking reappointment must reapply through the City's recruitment and application process.

A member's appointment may end by resignation, expiry of term, loss of eligibility, or removal by Council through resolution.

Where a vacancy occurs during a term, Council may appoint a replacement for the balance of the term unless otherwise provided by legislation or bylaw.

6. Roles and Responsibilities

General

All members of committees and boards must:

- Act in the best interests of the municipality and the community as a whole
- Exercise their duties with integrity, transparency, and accountability
- Comply with all applicable legislation, City by-laws, policies, and codes of conduct
- Respect confidentiality obligations and applicable conflict of interest requirements
- Contribute to effective, respectful, and informed decision-making

Council members appointed to committees or boards must:

•Professionalism •Respect •Integrity •Diversity •Excellence

- Represent the interests and strategic priorities of Council
- Participate actively in meetings and deliberations
- Provide a communication link between the committee/board and Council
- Avoid directing staff or committing the City outside of approved processes
- Bring forward recommendations for Council consideration where required

Council Members on External Boards

Where appointed to an external board or committee, a Council member must:

- Act in accordance with the mandate of the board while recognizing their role as a Council appointee
- Clearly distinguish between:
 - Their role as a board member, and
 - Their role as a representative of Council
- Disclose and manage any real or perceived conflicts of interest

Role of the Chair

The Chair is responsible for:

- Providing leadership to the committee or board
- Presiding over meetings in accordance with applicable procedure rules
- Ensuring meetings are conducted in an orderly, efficient, and fair manner
- Facilitating discussion and encouraging balanced participation
- Ensuring decisions and recommendations are clearly articulated
- Working with administration to:
 - Set meeting agendas
 - Ensure appropriate follow-up and reporting

Council committees:

- The Chair serves as the primary liaison to Council and ensures that:
 - Committee recommendations are formally reported to Council
 - Committee work aligns with Council priorities

External boards and committees:

- The Chair should be appointed from among non-Council members to:
 - Maintain organizational independence
 - Ensure clear accountability
 - Reduce the risk of conflicts of interest or perceived political influence
- Where a Council member serves as Chair in an exceptional circumstance:
 - The role and expectations shall be clearly defined by Council
 - Additional consideration shall be given to:
 - Conflict of interest management
 - Reporting transparency
 - Role clarity between Council and the external entity

Role of Citizen and Community Members

Citizen members shall:

- Provide subject matter expertise, community perspective, and lived experience
- Participate constructively in discussions and decision-making
- Respect the mandate and governance framework of the committee or board
- Comply with all applicable policies, including the Code of Conduct
- Notify the City Clerk promptly of any change in eligibility status, any actual or potential conflict of interest, or their resignation from the committee or board.

Role of Staff Liaison(s)

Staff liaison(s) shall:

- Provide professional advice, technical expertise, and policy guidance
- Support the committee's work while maintaining neutrality and ensuring that the committee operates within its approved mandate
- Support the committee to implement Council decisions and approved committee recommendations
- Not vote or count towards quorum

Role of Clerk

The Clerk shall:

- Assist the Chair with agenda development
- Assemble and distribute agenda and meeting materials
- Provide overall procedural advice to the committee, confirm quorum requirements, and ensure meetings are conducted in compliance with applicable legislation and City by-laws
- Ensure meeting minutes are recorded, prepared and maintained

Committee and Board Operations

Meetings shall be scheduled in accordance with the enabling bylaw or Terms of Reference, or Council direction.

A majority of voting members constitutes quorum unless otherwise established by legislation, bylaw, or Terms of Reference.

Authority and Limitations

Committees and boards have only the authority expressly granted to them by legislation, bylaw, Council resolution, or Terms of Reference.

Unless specifically authorized, committees and boards shall not direct Administration, commit City resources, bind Council, or establish City policy. Committees and boards shall not commit any City funds or resources prior to Council budget deliberations or formal approval through resolution.

Quasi-judicial bodies must act independently and in accordance with the legislation or bylaw governing their authority. Where there is a conflict between this policy and governing legislation, the legislation prevails.

Reporting and Administrative Support

Committees and boards must regularly report to Council through meeting minutes, reports, recommendations, or annual updates, as applicable.

The City Clerk's Office will provide new members orientation on their appointment mandate, responsibilities, meeting procedures, confidentiality requirements, and applicable legislation and City policies.

Compensation

Generally, members of a committee or board serve on a volunteer basis and do not receive financial compensation. If remuneration is offered to citizen members, it must be authorized in the Terms of Reference.

Conduct, Confidentiality, and Conflict of Interest

Members must conduct themselves respectfully, act in good faith, and support an environment that allows for fair and orderly discussion.

Members must maintain the confidentiality of information received in confidence, including materials discussed in closed meetings, personal information, and any other information protected by law or City policy.

Members must comply with applicable conflict of interest requirements. Members of Council must comply with *The Municipal Council Conflict of Interest Act*. Where a conflict or potential conflict exists, the member must disclose it as required by law or policy and refrain from participating where required.

Related Documents and Legislation

- The Municipal Act (Manitoba)
- The Municipal Council Conflict of Interest Act
- City of Brandon Organizational By-law No. 6650
- City of Brandon Procedure By-law No. 6634
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- Applicable enabling bylaws and Terms of Reference for individual committees and boards.

Appendix “A”

Committees and Boards

Standing Committees	Governance Document
Audit and Finance Committee	Organizational By-law No. 6650
Grants Review Committee	Organizational By-law No. 6650
Personnel Committee	Organizational By-law No. 6650
Governance and Priorities Committee	Organizational By-law No. 6650

Advisory	Governance Document
Brandon Municipal Heritage Advisory Committee	Brandon Heritage Conservation By-law No. 7146
Environment and Climate Change Committee	Organizational By-law No. 6650
Brandon Urban Aboriginal Peoples' Council	Brandon Urban Aboriginal Peoples' Council By-law No. 6988

Boards/Commission	Governance Document
Appeals Board	Building By-law No. 7258, Taxi By-law No. 6884, Compliance By-law No. 7198
Brandon Police Services Board	By-law No. 7041
Planning Commission	Planning Commission By-law No. 6843
Board of Revision	Motion No. 1038, Board of Revision By-law No. 7004

External Boards, Agencies, & Committees
Community Wellness Collaborative Central Assiniboine Watershed District Joint Planning Committee - Keystone Planning District & City of Brandon Brandon General Museum & Archives Board Western Manitoba Centennial Auditorium Western Manitoba Regional Library Board Keystone Agricultural & Recreational Centre Age Friendly Committee Brandon Downtown Development Corporation

Appendix “B”

Terms of Reference for Committees and Boards

[The Terms of Reference for each committee and board will be added to this appendix following Council review and approval. Until such time, committees and boards shall operate in accordance with their applicable enabling legislation, by-law, Council resolution, existing governance documents, and this policy.]