

# CORPORATE POLICY AND PROCEDURE



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POLICY	<b>Closed Meeting Protocol</b>
CATEGORY	Corporate
AUTHORITY	City Clerk's Office
APPROVED BY	City Clerk
EFFECTIVE DATE	July 25, 2011
REVISION DATE	June 29, 2018

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## 1. Policy Statement

The City of Guelph acknowledges that all meetings of Council/Committee shall be open to the public except as related to the exceptions included in Section 239 (2) and (3) of the Municipal Act.

## 2. Purpose

The purpose of this policy is to ensure compliance with Section 239 (2) and (3) of the Municipal Act as well as to provide guidance to City Council and City staff as it relates to Closed Meetings.

## 3. Definitions

"Closed Meeting" means a meeting of Council/Committee that is closed to the public pursuant to Section 239 of the Municipal Act.

"Open Meeting" means a meeting of Council/Committee that is open to the public.

"Weekly Information Items" means the weekly distribution of information items posted to Guelph.ca.

## 4. Should the Meeting be Closed?

In the interest of accountability and transparency Guelph City Council endeavours to conduct its decision making in public. It is recognized, however, that there are items which should be considered by Council in a Closed Meeting in accordance with the Municipal Act. When determining whether a matter should be considered in a Closed Meeting staff should consider the following:

1. Does the matter meet one or more of the open meeting exceptions noted in Section 239 the Municipal Act?

2. If so, and recognizing that the matter can be discussed in a Closed Meeting, is there a compelling reason that it should be?

The determination of whether a matter should be dealt with in a Closed Meeting is the responsibility of the relevant Deputy CAO in consultation with the Chair, the City Clerk, and the City Solicitor.

## 5. Municipal Act Rules for Closed Meetings

<b>Topic/Municipal Act Exception</b>	<b>Discussion Can Include</b>	<b>Voting Permissions</b>
Security of City Property [S. 239 (a)]	<ul style="list-style-type: none"> <li>• City property</li> <li>• City facilities</li> <li>• City assets</li> <li>• management issues identified by auditors</li> </ul>	<ul style="list-style-type: none"> <li>• procedural matters</li> <li>• giving directions or instructions to staff</li> </ul>
Personal Matters about Identifiable Individuals [S. 239 (b)]	<ul style="list-style-type: none"> <li>• municipal employees</li> <li>• members on various boards and committees</li> </ul>	<ul style="list-style-type: none"> <li>• procedural matters</li> <li>• giving directions or instructions to staff</li> </ul>
A Proposed or Pending Acquisition or Disposition of Land [S. 239 (c)]	<ul style="list-style-type: none"> <li>• land purchases</li> <li>• land sales</li> <li>• land leases</li> <li>• expropriation of land</li> </ul>	<ul style="list-style-type: none"> <li>• procedural matters</li> <li>• giving directions or instructions to staff</li> </ul>
Labour Relations or Employee Negotiations [S. 239 (d)]	<ul style="list-style-type: none"> <li>• union or employee negotiations</li> </ul>	<ul style="list-style-type: none"> <li>• procedural matters</li> <li>• giving directions or instructions to staff</li> </ul>
Litigation or Potential Litigation [S. 239 (e)]	<ul style="list-style-type: none"> <li>• current or pending litigation</li> </ul>	<ul style="list-style-type: none"> <li>• procedural matters</li> <li>• giving directions or instructions to staff</li> </ul>
Solicitor-Client Privilege [S. 239 (f)]	<ul style="list-style-type: none"> <li>• legal opinions, advice and or status reports/briefings</li> </ul>	<ul style="list-style-type: none"> <li>• procedural matters</li> <li>• giving directions or instructions to staff</li> </ul>
Matters under Other Legislation [S. 239 (g)]	<ul style="list-style-type: none"> <li>• Municipal Freedom of Information and Protection of Privacy Act (MFIPPA)</li> </ul>	<ul style="list-style-type: none"> <li>• procedural matters</li> <li>• giving directions or instructions to staff</li> </ul>
Information supplied in confidence by the federal government, provincial government or Crown agency [S. 239 (h)]	<ul style="list-style-type: none"> <li>• information explicitly provided in confidence and in writing by the Government of Canada, a province or Crown Agency</li> </ul>	<ul style="list-style-type: none"> <li>• procedural matters</li> <li>• giving directions or instructions to staff</li> </ul>
Trade secret or scientific, technical, commercial, financial or labour relations information supplied in confidence which, if disclosed, could	<ul style="list-style-type: none"> <li>• information explicitly provided in confidence that, upon review by senior City staff or the City Solicitor, is a trade secret or scientific, technical, commercial, financial or labour relations</li> </ul>	<ul style="list-style-type: none"> <li>• procedural matters</li> <li>• giving directions or instructions to staff</li> </ul>

interfere with contractual or other negotiations [S. 239 (i)]	information that could interfere with negotiations	
Trade secret or scientific, technical, commercial or financial information belonging to the municipality which has monetary value [S. 239 (j)]	<ul style="list-style-type: none"> <li>information explicitly provided in confidence that, upon review by senior City staff or the City Solicitor, is a trade secret or scientific, technical, commercial or financial information that has monetary value or could be sold or exchanged for cash or something of value</li> </ul>	<ul style="list-style-type: none"> <li>procedural matters</li> <li>giving directions or instructions to staff</li> </ul>
Position, plan, procedure, criteria or instruction to be applied to negotiations carried out by the municipality [S. 239 (k)]	<ul style="list-style-type: none"> <li>a position, plan, procedure, criteria or instruction directly related to negotiations carried out by the municipality</li> </ul>	<ul style="list-style-type: none"> <li>procedural matters</li> <li>giving directions or instructions to staff</li> </ul>
Educating or training [Sec. 239 (3.1)]	<ul style="list-style-type: none"> <li>Council orientation</li> <li>team building exercises</li> <li>professional development</li> </ul>	<ul style="list-style-type: none"> <li>no discussion or decisions that materially advance the business or decision-making of Council/Committee</li> </ul>

## 6. Statutory Requirements for Closed Meetings

Pursuant to Section 239 of the Municipal Act:

- Before holding a Closed Meeting, Council must state, by resolution, the fact of the holding of the Closed Meeting and the general nature of the matter to be considered at the Closed Meeting.
- All resolutions, decisions, and other proceedings at Closed Meetings are to be recorded without note or comment by the Clerk or designate.
- Any person can request an investigation of whether the City has complied with the Municipal Act regarding Closed Meetings.
  - The Local Authority Services has been appointed by the City to investigate any such complaints.
  - All investigation reports are to be made available to the public.

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## **7. Access Requests for Closed Meeting Reports and Materials**

Reports and materials prepared for consideration at Closed Meetings are records that may be subject to Freedom of Information requests under the MFIPPA. While it would be desirable to protect the confidentiality of records that are considered at Closed Meetings, in the event of an appeal, the City could be ordered to release such records.

The City cannot refuse to disclose information provided in a Closed Meeting report simply on the basis that it was considered at a Closed Meeting. To qualify for exemption from disclosure, the information in the records has to reveal the actual substance of Council's deliberations. Content that would not reveal the substance of the deliberations may be subject to disclosure. Examples of records that may be subject to disclosure are:

- background or historical information;
- attachments;
- copies of correspondence and cover letters;
- scope, definition and purpose of report;
- recommendations;
- presentations; and
- statistical data.

Written material included in a Closed Meeting report should be limited to only information which would qualify for discussion at a Closed Meeting. If general context is required to frame the Closed Meeting discussion, it is recommended that it also be disclosed publically by way of one of the recommended approaches identified in Section 8 below.

## **8. Closed Meeting Reports and Recommendations**

### **8.1. Reports**

Whenever possible, written Closed Meeting reports are preferred over verbal reports as the former provides for a more detailed account of the confidential record. Written reports also ensure that Council/Committee is prepared for any decisions they may need to consider in relation to a Closed Meeting discussion. It is also important to ensure that information which can be made available to the public is disclosed appropriately. Aside from a singular report appearing on a Closed Meeting agenda, consideration shall also be given to the following:

Option A: A companion report to appear on the accompanying Open Meeting agenda which provides for as much general context in relation to the Closed Meeting matter as possible without disclosing confidential details; or,

Option B: A recommendation for Council/Committee to direct staff to prepare a related report to be included as part of a subsequent Open Meeting agenda or Weekly Information Items package.

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## 8.2. Recommendations

In a Closed Meeting, Council/Committee is only permitted to vote on procedural motions or to direct City officers, agents or employees. No other decisions or approvals are permitted in a Closed Meeting. Some items conform to this requirement and may be discussed and voted on in Closed Meetings. Many items, however, may be discussed in a Closed Meeting but cannot be voted on in a Closed Meeting. The following are best practices with respect to the consideration of an Open Meeting motion related to a matter discussed by Council/Committee in a Closed Meeting:

**Option A:** If a companion report appears on the accompanying Open Meeting agenda, a procedural motion can appear as part of a recommendation within a closed staff report to allow for the consideration of a related motion in an Open Meeting. In this case, the following clause should be added to the closed staff report prior to the motion which is to be voted on in an Open Meeting:

That <Council or Committee> rise, report and introduce the following motion as part of the Open Meeting report entitled <title of report> appearing on the <meeting date> Council <or> Committee agenda:

1. That <staff recommendation>.

**Option B:** If there is no companion report appearing on the accompanying Open Meeting agenda, but the matter requires a resolution of Council/Committee at an Open Meeting, a procedural motion can appear as part of a recommendation within a closed staff report to allow for the consideration of a related motion in an Open Meeting. In this case, the following clause should be added to the closed staff report prior to the motion which is to be voted on in an Open Meeting:

That <Council or Committee> rise, report and introduce the following motion as a Special Resolution at its <meeting date> meeting:

1. That <staff recommendation>.

In order to ensure that there is appropriate context for the introduction of a motion as a Special Resolution, the Mayor, a Member of Council, or City staff should consider presenting background information prior to Council's consideration of the motion.

**Option C:** If there is no companion report appearing on the accompanying Open Meeting agenda, and the recommendation does not require immediate action, direction can be given to staff to report back to a subsequent Open Meeting by way of a staff report. The following direction can appear as part of a recommendation within a closed staff report and be passed in a Closed Meeting:

1. That staff be directed to report back to the <date of report back> <Council or Committee> meeting in relation to the report titled <title of report> and dated <date of report>.

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## 9. Public Disclosure

Pursuant to the Code of Conduct for Members of Council and Local Board, Members of Council shall not disclose or release information considered in a Closed Meeting. This is a standard practice established to protect the interests of both Council and the municipality. However, if Council deems it desirable and appropriate that such information is released, Council may vote on a motion in a Closed Meeting to direct staff to make public all or part of a closed staff report. The following direction can be voted on in a Closed Meeting in order to disclose a Closed Meeting item:

1. That staff be directed to manage and coordinate the appropriate disclosure of information as it pertains to the <date of report> closed report entitled <title of report>.

The proposed communications strategy in relation to a Closed Meeting matter may be summarized in the staff report. Included in the communications strategy should be an explanation of the details/decisions that are being subsequently disclosed to the public, if any. Sharing the proposed communications strategy in advance will provide Council with the assurance that the public disclosure with respect to confidential matters will be managed appropriately and, with the support of Council, lead to a coordinated communication approach.

Although the information contained in closed staff reports may not be disclosed, the Municipal Act requires that public notice of Closed Meetings be provided for in a Procedural By-law. The City's Procedural By-law requires that there be public notice of all Open and Closed Meetings and that the agenda, including all items to be dealt with at each meeting, be publicly posted and made available prior to the meeting.

Section 239 (7) of the Municipal Act states that the municipality:

"...shall record without note of comment all resolutions, decisions and other proceedings at a meeting..."

In order to be accountable and transparent, and to inform the public about the matters dealt with in a Closed Meeting, Council/Committees shall begin all meetings in open session and pass a motion to move into a Closed Meeting. Once the matters in the Closed Meeting have been dealt with, Council/Committee shall reconvene in open session to disclose, in a general manner, how the agenda items were dealt with in the Closed Meeting. A sample Chair's script is included as Appendix A.

## 10. Addition of a Closed Meeting Item not on the Agenda

There are exceptional circumstances where items which appear on an Open Meeting agenda but not on a related Closed Meeting agenda must be discussed in a Closed Meeting. This typically occurs when the discussion regarding an Open Meeting item cannot be continued without disclosing confidential information. In this circumstance the following motion can be voted on in an Open Meeting in order for Council to convene a Closed Meeting:

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1. That the Council of the City of Guelph now hold a meeting that is closed to the public pursuant to Section 239 <relevant subsection> of the Municipal Act to discuss <topic, subject area or report title>.

## **11. Attendance at a Closed Meeting**

Unless otherwise directed by Council/Committee, attendance at Closed Meetings is limited to the Chief Administrative Officer, Executive Team, Clerk and/or their designate, and other staff at the discretion of the Executive Team. Staff are to remain outside the Closed Meeting room until called to speak to their specific agenda item. Staff should vacate the meeting once that matter has been dealt with by Council/Committee.

## **12. Closed Meeting Prelude**

In order to remind the Members of Council/Committee of their obligations in Closed Meetings, the Chair shall read a script, included as Appendix B, detailing the Closed Meeting rules at the beginning of each Closed Meeting.

**Appendix A**  
**Chair's Script when Reporting from a Closed Meeting to an Open Meeting**

Council moved a Motion to proceed into a closed meeting to consider business as permitted under the Municipal Act and as listed on today's meeting agenda. The following items were considered during closed session.

In the continuing interest of transparency, I will be reporting at this open meeting the outcomes from today's closed meeting.

At today's closed meeting the following items were considered:

List the items discussed in the closed meeting as they appear on the meeting agenda and, following each item, provide a description of what occurred.

Examples:

Minutes

Council approved the closed meeting minutes of the <meeting dates > Council/Committee meetings.

Citizen Appointments

Council voted to bring forward a motion to be considered at today's open meeting. That motion will be voted on later in this meeting.

Legal Update

Council received information regarding the <legal case>.

Union Negotiations

There was direction given to staff regarding this item.



## **Appendix B**

### **Chair's Script at the Beginning of Closed Meetings**

Please be advised that we are meeting in a closed meeting as permitted in subsections 239 (2) and (3) of the Municipal Act to discuss <identify the specific open meeting exceptions as listed on the meeting agenda>:

- (a) security of municipal property;
- (b) personal matters about an identifiable individual;
- (c) a proposed or pending acquisition or disposition of land;
- (d) labour relations or employee negotiations;
- (e) litigation or potential litigation;
- (f) advice that is subject to solicitor-client privilege;
- (g) a matter in respect of which a council, board, committee or other body may hold a closed meeting under another Act;
- (h) information explicitly supplied in confidence to the municipality or local board by Canada, a province or territory or a Crown agency of any of them;
- (i) a trade secret or scientific, technical, commercial, financial or labour relations information, supplied in confidence to the municipality or local board, which, if disclosed, could reasonably be expected to prejudice significantly the competitive position or interfere significantly with the contractual or other negotiations of a person, group of persons, or organization;
- (j) a trade secret or scientific, technical, commercial or financial information that belongs to the municipality or local board and has monetary value or potential monetary value; or
- (k) a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the municipality or local board.

Only those matters pertaining to the sections of the Municipal Act already mentioned may be discussed. Any other matters related to the subject at hand that do not relate to these open meeting exceptions cannot be discussed. Closed meeting matters shall not be discussed either before or after the closed meeting with any person not related to the subject matter. I will be verbally reporting out in a general sense on all items in this closed agenda when we move into open session. As per the Procedural By-law please turn off any electronic devices while attending this meeting.