



Reaching Home Brandon
Coordinated Access Integrated, Community-
Based Governance Structure
Terms of Reference

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Glossary of Terms

This section provides shared language across all governance bodies to ensure clarity, consistency, and alignment with Reaching Home requirements and Indigenous-centered practices.

Assessment Tool

A standardized set of questions used to understand a person's housing needs, strengths, risks, and preferences. Assessment tools must be culturally safe, trauma-informed, and consistently applied.

By-Name List (BNL)

A real-time, person-specific list of all individuals experiencing homelessness in the community. The BNL supports coordinated case planning, prioritization, and system-level analysis.

Community Advisory Board (CAB)

Serves as the community-level body that makes recommendations to the Community Entity for local Reaching Home priorities, policies, and funding allocations.

Community Entity (CE)

The organization designated by the federal government to administer Reaching Home funding. In Brandon, the CE is the Brandon Neighbourhood Renewal Corporation.

Coordinated Access (CA)

A community-wide system that standardizes the process for individuals and families experiencing homelessness to access housing and supports. CA includes assessment, prioritization, and referral processes. BNRC is the lead agency.

Cultural Safety

An approach that recognizes and addresses power imbalances, systemic racism, and colonial harms. Cultural safety requires that Indigenous Peoples define what "safe" means in service delivery and governance.

Indigenous Representation

The intentional inclusion of Indigenous Peoples, organizations, Elders, and Knowledge Keepers in governance, decision-making, and system design. In this ToR, Indigenous representation includes three designated seats on the CAB.

Lived Experience

The expertise of individuals who have previously experienced homelessness. Their perspectives are essential to designing equitable and effective systems.

Partner Agency Advisory Committee (PAAC)

A collaborative table of service providers that reviews policies, identifies operational challenges, and ensures alignment between policy and practice.

Prioritization Criteria

A transparent, documented method for determining which individuals are offered housing or supports first, based on vulnerability, chronicity, safety, and other factors.

Referral Process

The structured method for connecting individuals to housing and supports based on assessment and prioritization. Referrals must be fair, consistent, and culturally safe.

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Background

Communities that receive funding under Reaching Home: Canada's Homelessness Strategy are required to design and implement a Coordinated Access System to streamline the process of housing unhoused individuals and families locally. The overarching goal is to prevent and reduce homelessness.

The Brandon Neighbourhood Renewal Corporation – BNRC – (the Community Entity) entered into agreements with the federal government to administer funds for Brandon, Manitoba (Designated Community), as well as off-reserve Indigenous funds for Manitoba (except Winnipeg) and Rural and Remote funds for Manitoba (outside Brandon, except Winnipeg and Thompson).

BNRC leads Coordinated Access and is also the lead agency for the Homeless Individuals and Families Information System (HIFIS).

1. Purpose

The purpose of this Terms of Reference (ToR) is to establish the governance structure, roles, responsibilities, decision-making processes, and accountability mechanisms for the Coordinated Access (CA) system in Brandon, Manitoba. This ToR ensures that all governance bodies operate with clarity, transparency, and consistency while fulfilling the requirements of *Reaching Home: Canada's Homelessness Strategy*.

A core purpose of this ToR is to center Indigenous voice, leadership, and self-determination within the CA system. Indigenous Peoples are disproportionately represented among those experiencing homelessness in Brandon, and their leadership is essential to designing a system that is equitable, culturally grounded, and responsive to community realities.

This document is intended to satisfy Reaching Home's Coordinated Access Minimum Requirements 3 and 5.

2. Scope

This ToR applies to all governance bodies involved in the CA system, including:

- BNRC Board of Directors (Community Entity)
- Community Advisory Board (CAB)
- Partner Agency Advisory Committee (PAAC)
- BNRC Staff
- Coordinated Access Working Group

It covers:

- governance and oversight
- Indigenous inclusion and leadership
- policy development and approval
- operational coordination
- data management and reporting
- system performance monitoring
- conflict resolution
- membership expectations

COORDINATED ACCESS (CA) GOVERNANCE STRUCTURE

Five interconnected bodies

The CA system in Brandon, Manitoba comprises five essential groups that collaborate to ensure effective governance and resource allocation within our community framework, enhancing decision making and data flow.

Coordinated Access Working Group

Operates the frontline components of the CA system.

Partner Agency Advisory Committee

Acts as the intermediary between policy and practice, ensuring policies are realistic, implementable, and aligned with frontline realities.

Community Advisory Board

Serves as the community-level body that makes recommendations for local Reaching Home priorities, policies, and funding allocations.

Diverse representation, with three Indigenous seats and two seats for the voices of lived experience.

BNRC staff

Provides operational leadership, coordination, and administrative support for the CA system.

Brandon Neighbourhood Renewal Corporation

(Community Entity) Provides governance oversight and ensures compliance with federal Reaching Home requirements.

“All individuals experiencing homelessness have fair and consistent access to assessment, prioritization, and referral processes.”

3. Guiding Principles

The CA system is grounded in the following principles:

Equity

All individuals experiencing homelessness have fair and consistent access to assessment, prioritization, and referral processes.

Indigenous Leadership and Self-Determination

Indigenous Peoples must have meaningful, ongoing leadership roles in shaping priorities, policies, and system design. Indigenous worldviews, cultural safety, and community-driven approaches are foundational to the CA system.

Transparency

Decision-making processes, policies, and prioritization criteria are documented, publicly available, and consistently applied.

Community Voice

People with lived/living experience and community partners meaningfully shape priorities, policies, and system improvements.

Collaboration

Agencies work together to reduce duplication, share information appropriately, and coordinate services.

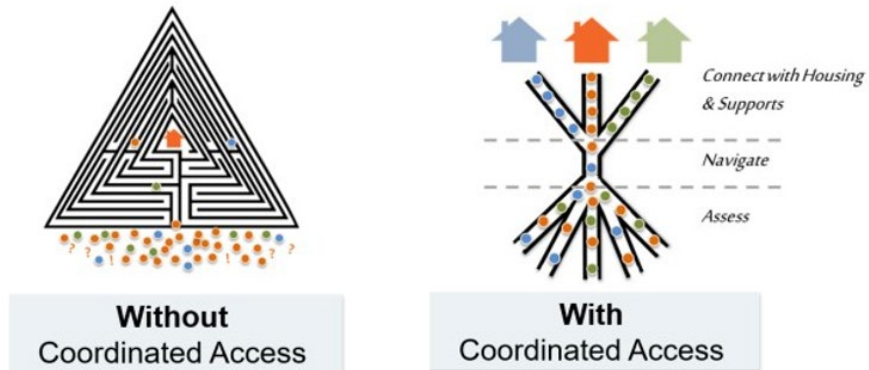
Data-Driven Decision-Making

System-level data informs policy, funding, and operational decisions.

Continuous Improvement

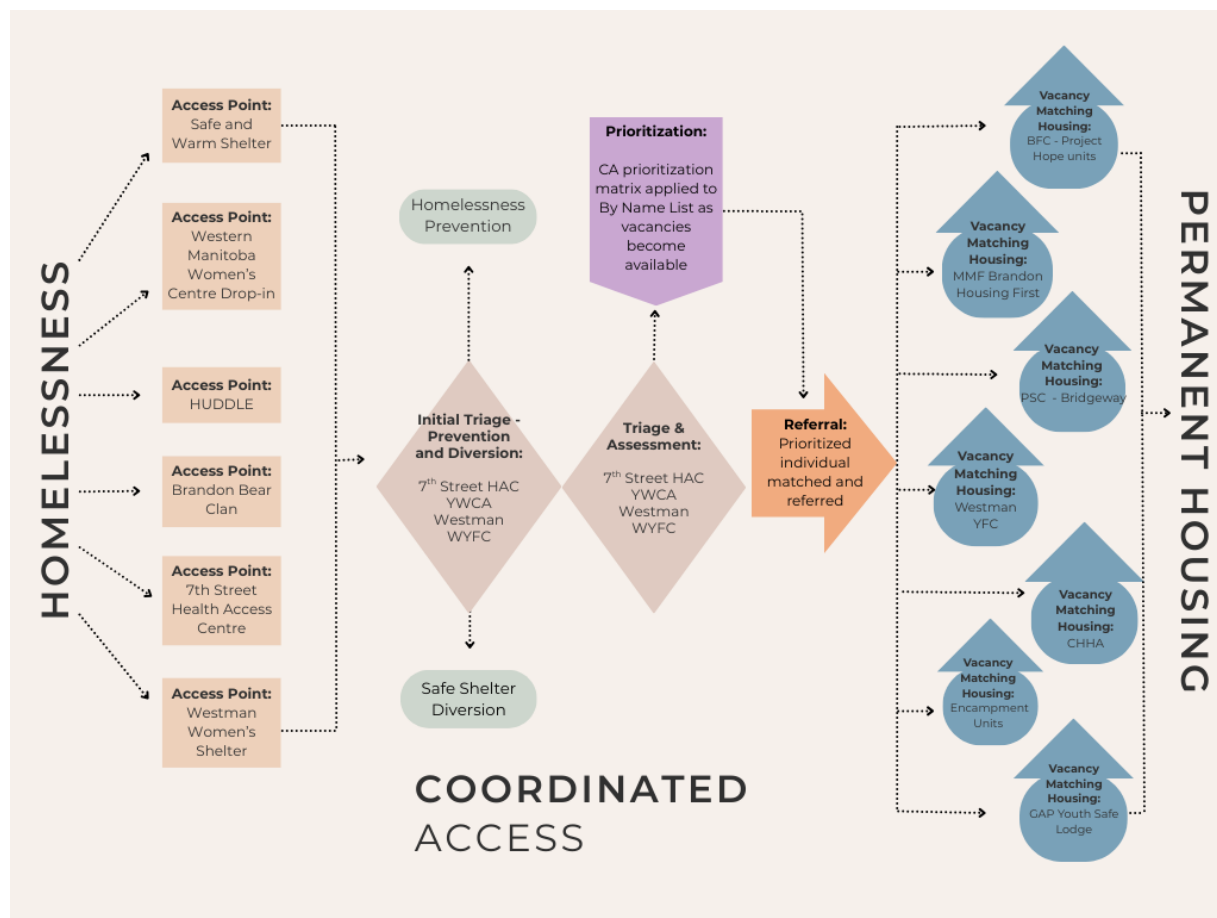
The system evolves based on feedback, performance data, and emerging community needs.

Comparing Access Models



(Source: Canadian Alliance to End Homelessness)

Coordinated Access Workflow



(Source: Brandon Neighbourhood Renewal Corporation, *Reaching Home, Coordinated Access*)

4. Governance Structure

The CA system is supported by five interconnected bodies that form a continuous loop of data, policy, and decision-making:

1. BNRC Board of Directors (Community Entity)
2. Community Advisory Board (CAB)
3. Partner Agency Advisory Committee (PAAC)
4. BNRC Staff
5. Coordinated Access Working Group

Indigenous representation is embedded throughout this structure, with three designated Indigenous seats on the CAB, and Indigenous participation encouraged across PAAC, the Working Group, and BNRC staff engagement processes.

5. Roles & Responsibilities

5.1 BNRC Board of Directors (Community Entity)

Mandate

Provide governance oversight and ensure compliance with federal Reaching Home requirements.

Responsibilities

- Hold and administer the Reaching Home funding agreement
- Ensure financial accountability and risk management
- Approve major governance or structural changes to the CA system
- Ensure policies align with federal directives and community needs
- Support Indigenous inclusion and leadership across governance bodies
- Review high-level system performance reports

Membership

- Governed by BNRC bylaws
- Encourages Indigenous representation and community diversity

5.2 Community Advisory Board (CAB)

Mandate

Serve as the community-level body for local Reaching Home priorities, policies, and funding allocations, making recommendations to the BNRC.

Indigenous Representation

To uphold Indigenous leadership and ensure decisions reflect Indigenous community needs, the CAB includes:

- Three designated seats for Indigenous representation, filled by Indigenous-led organizations, Elders, Knowledge Keepers, or Indigenous community members with relevant expertise.

Lived experience

Similarly, CAB seeks to ensure that voices with lived experience of homelessness inform the decision-making process and includes:

- Two seats for individuals with lived experience.

These seats are permanent components of the CAB structure.

CAB is where the multiplicity of community voices joins together to better serve the unhoused population of Brandon. To fill its 15 seats, it seeks to include other voting members as follows:

- Seven individuals in the housing or housing-adjacent sectors, such as, but not necessarily, youth and youth-serving organizations, organizations serving women/families fleeing violence, organizations serving seniors, newcomer-serving organizations, police and correctional services, private landlords/developers, health organizations, and a municipal representative.

Ex-officio members include:

- Federal Reaching Home engagement and program officer (EPO).
- Provincial representative from the Department of Housing, Addictions and Homelessness.
- BNRC's executive director, its Reaching Home program manager, BNRC's HIFIS senior data analyst and its Coordinated Access specialist, as well as its coordinators for the Indigenous and Rural and Remote funding streams.

Responsibilities

- Establish local priorities for Reaching Home funding
- Approve CA policies, including assessment tools, prioritization criteria, and referral processes
- Make final recommendations on project funding (Proposals and Funding Steering Committee)
- Review system-level data quarterly, as well as assess funded-projects measurements
- Ensure decisions reflect equity, cultural safety, and lived experience
- Uphold Indigenous perspectives in all decision-making
- Be formalized enough to maintain consistency in approach but nimble enough to change course when necessary
- Provide strategic direction to PAAC and BNRC staff

Membership

- Representatives from key sectors (housing, health, Indigenous organizations, lived experience, etc. See CAB Terms of Reference.)
- Members must sign a conflict-of-interest declaration annually

Quorum

50% + 1 of voting members, one of whom shall be Indigenous *See Item 10:
Milestones

Decision-Making

- Consensus is preferred
- If consensus cannot be reached, a simple majority vote is used
- Indigenous CAB members may request cultural consultation before a vote proceeds

5.3 Partner Agency Advisory Committee (PAAC)

Mandate

Act as the intermediary between policy and practice, ensuring policies are realistic, implementable, and aligned with frontline realities. This group includes funded and voluntary agencies and organizations.

Responsibilities

- Develop, inform, and review HIFIS policies and procedures.
- Develop protocols to ensure that there is a consistent practice of managing consent throughout all PAs, creating a solid foundation for protecting and sharing of information appropriately across all PAs, in line with Freedom of Information and Protection of Privacy Act (FIPPA) and the Personal Health Information Act of Manitoba (PHIA) requirements.
- Review and approve/disapprove requests to join and/or be removed from the HIFIS cluster network.
- Review and approve/disapprove data requests from outside the Homelessness Information System Partnership Brandon (HIPB).
- Confirm the resolution of data breaches, ensure appropriate steps are taken to reduce breaches throughout the network.
- Promote and implement HIFIS participation.
- Use HIFIS data to identify gaps in services to those living unhoused and promote solutions to local policy makers.

2. Membership

- a. Membership is comprised of HIFIS Partner Agency representatives. Indigenous-led organizations are strongly encouraged to participate

Quorum

Not needed.

5.4 BNRC Staff

Mandate

Provide operational leadership, coordination, and administrative support for the CA system.

Responsibilities

- Facilitate all governance meetings (CAB, PAAC, Working Group)
- Maintain documentation, policies, and communication
- Provide training and technical assistance
- Support data collection, quality assurance, and reporting
- Prepare system performance dashboards and reports
- Implement CAB decisions
- Ensure compliance with Reaching Home directives
- Maintain HIFIS and data quality standards
- Ensure cultural safety and Indigenous inclusion in training and operations

5.5 Coordinated Access Working Group

Mandate

Operate the frontline components of the CA system. This group includes funded and voluntary agencies and organizations.

Responsibilities

- Provide programming/triage updates
- Provide vacant unit and vacancy matching updates
- Determine prioritization for unit vacancies and vacancy matching referrals.
- Discuss barriers and housing concerns
- Provide Coordinated Access feedback and recommendations
- Discuss case planning concerns and create wrap-around support plans for those who have returned to homelessness from being housed more than twice

Membership

- Intake staff, program supervisors, or frontline staff from HIFIS Partner Agencies
- To attend meetings, staff must have HIFIS access, completed PHIA training, and have signed the HIFIS User and Confidentiality Agreement due to the confidential information shared.

6. Meetings

CAB

- Monthly
- Agenda and materials distributed at least 5 days in advance
- Indigenous CAB members may request cultural protocols (e.g., opening prayer, Elder involvement)

PAAC

- As needed

Working Group

- Weekly

BNRC Staff

- Ongoing coordination

7. Reporting Requirements

BNRC staff will prepare:

- Updates for CAB with from PAAC meetings, as needed
- Quarterly statistical reports for CAB
- Mandatory reports for Housing, Infrastructure and Communities Canada

8. Conflict of Interest

All governance members must:

- Declare conflicts annually
- Recuse themselves from decisions where a conflict exists
- Avoid influencing discussions where they have a vested interest

Indigenous CAB members may request cultural guidance or Elder consultation when conflicts involve Indigenous organizations or community matters.

9. Amendments

This ToR may be amended:

- by CAB approval
- with input from Indigenous CAB members
- with recommendations from PAAC and BNRC staff
- following an annual review
- or as required by changes to Reaching Home directives

10. Milestones

Task	Date
Implementation	February 1, 2026
Minimum Requirements completed	March 31, 2026
Outcomes/Targets (Final approval for CHR submission)	May 29, 2026
Minimum one Indigenous vote at the CAB level	April 1, 2027

