Canada

1. Fair

Clarity of regulatory framework

Asset disclosure in Canada is governed by four regimes:

The Conflict of Interest Code for Members of the House of Commons (Members' Code) covers 308 Members of House of Commons (MPs). MPs who are also ministers or parliamentary secretaries are covered by both the Members' Code and the Conflict of Interest Act.

The *Ethics and Conflict of Interest Code for Senators* (Senate Code) covers the members of the Senate (105 members, if no vacancies). Any senators who are also ministers are covered by both the Senate Code and the *Conflict of Interest Act*.

The Conflict of Interest Act (Act) covers approximately 2,400 individuals defined as public office holders. These include ministers; parliamentary secretaries; ministerial staff; Government in Council appointees such as deputy ministers, heads of Crown corporations, and members of federal boards, commissions, and tribunals; the Chief Electoral Officer; ministerial appointees whose appointments are approved by the Governor in Council; and those designated as a reporting public office holder under sections 62.1(1) and 62.2(1) of the Act.)

Judiciary: Judges are regulated by the *Judges Act* which places restrictions on areas of potential conflict of Interest, such <u>extra-judicial employment</u> and <u>extra remuneration</u>. The Canadian Judicial Council promotes efficiency, uniformity and quality in Canada's justice system. Through committees of judges and experts in a variety of fields, discussions with partners, review of complaints against judges and studies on best practices, the Council is instrumental in fostering a strong judiciary in which everyone can have confidence. The Commissioner for Federal Judicial Affairs safeguards the independence of the judiciary, promotes better administration of justice and provides support to the federal judiciary.

Public service (federal): In matters of conflict of interest, all public servants up to and including the assistant deputy minister level and equivalent are subject to the *Values and Ethics Code for the Public Sector* (2012) (the Code) and the Treasury Board *Policy on Conflict of Interest and Post-Employment* (2012 (the Policy). These policy instruments cover approximately 195,000 employees, of whom approximately 5,000 are executives, in the departments and agencies of the core public administration.

Outreach to public officials about disclosure requirement

Executive and Public Office Holders: The Office of the Conflict of Interest and Ethics Commissioner's website provides information for all <u>public office holders</u> about their obligations under the <u>Conflict of Interest Act</u> through guidelines, information notices, backgrounders and summaries of the rules that apply to them (http://ciec-ccie.parl.gc.ca/EN/Pages/default.aspx). Reporting public office holders can also download relevant forms, access the public registry under the Act and view related reports. All public office holders may also seek guidance or advice, orally or in writing, from the Commissioner at any time.

Members of the House of Commons can also find the information they need to better understand the requirements of the *Conflict of Interest Code for Members of the House of Commons* on the Office of the Conflict of Interest and Ethics Commissioner's <u>website</u> and how to comply with their

obligations. Targeted resources include communiqués, advisory opinions, backgrounders and reports issued under the Members' Code, forms for submitting required information to the Office, and direct access to the Members' Code public registry. MPs may also seek guidance and advice, orally or in writing, from the Commissioner at any time.

Senators: The website of the Office of the Senate Ethics Officer provides senators with general information about their obligations under the Senate Code, including their disclosure obligations. All forms related to the disclosure process are also available to senators on the office's website. In addition, the Senate Ethics Officer is available to provide assistance to senators throughout the disclosure process. She provides advice and opinions to them, upon request, concerning the interpretation and application of the provisions of the Senate Code to their particular circumstances. Finally, the Senate Ethics Officer is required to prepare an annual report that is tabled in the Senate concerning her office's activities throughout the year. This report also contains information about the Senate Code concerning senators' disclosure requirements.

Public service: The Code and the Policy are available on the public facing website of the Treasury Board of Canada. In addition, the deputy heads of individual departments and agencies are expected to ensure that their organizational codes of conduct incorporate and are consistent with the policy directions of these instruments, communicate them to their employees, and provide training and advisory services on these matters.

Type of information disclosed

The disclosure system is primarily focused on preventing conflicts of interest. Disclosure requirements are comprehensive with a focus on both business and financial interests for both the legislative and executive branch.

Legislative (Members' Code):

The disclosure must include the following elements, some of which remains confidential, and some is included in a summary which is available for public viewing, either online in the Public Registries or at the Office of the Conflict of Interest and Ethics Commissioner:

- **Income:** amount and source of income over \$1,000 received by MP and family members during the 12 months before the election and during the next 12 months after the election.
- Assets and Liabilities: nature and value of each asset or liability over \$10,000 of MPs or their family members. In the case of credit card balances, only balances of \$10,000 or more that are outstanding for more than 6 months.
- **Trusts:** any trust from which the MP could derive benefits/income currently or in the future, either directly or indirectly.
- Positions: directorships or offices in corporation, partnerships or other associations held by MP or his/her family members.
- Government contracts: any benefit derived from a government contract in the 12 months before the election and the 12 months after the election to which the MP, his/her family members, or a corporation in which they have an interest are party, either directly or through subcontract. The subject-matter and nature of any such contract or subcontract (including expropriation) must also be disclosed.
- Interests in private corporations: if the disclosure mentions the MP or his/her family members own interests in a private corporation, any info about the activities and source of income, names of other corporations with which that corporation is affiliated, name and address of persons who have an interest in the corporation, and the list of property owned by the private corporation must also be disclosed;

Further information that is disclosed and made public:

• Gifts and sponsored travel: MPs and members of their family shall not accept, directly or indirectly, any gift or benefit that might reasonably be seen to have been given to influence them in the exercise of a duty or function of their office. MPs must declare any acceptable gift or benefits related to the Member's position that have a value of \$500 or more (cumulative from same source in one calendar year) including the nature, the source and the circumstances under which they were given, to the Commissioner within 60 days. Exceptions are in place for gifts or other benefits accepted as a normal expression of courtesy or protocol, or within the customary standards of hospitality that normally accompany the Member's position, even though they might reasonably be seen to have been given to influence the member in the exercise of a duty or function of her or her office. If travel costs that arise from or relate to a Member's position exceed \$500 and those costs are not wholly or substantially paid from the Consolidated Revenue Fund or by the Member personally, his or her political party or any inter-parliamentary association or friendship group recognized by the House, the Member shall, within 60 days after the end of the trip, file a statement with the Commissioner disclosing the trip.

Legislative (Senate Code): The disclosure must include the following elements:

- Income: (a) source and nature of income over \$2,000 received by senators in the preceding 12 months and likely to be received during the next 12 months. (confidentially disclosed to Senate Ethics Officer and publicly disclosed as well); and (b) source and nature of income over \$2,000 received by a senator's spouse or common-law partner in the preceding 12 months and likely to be received during the next 12 months (confidential disclosure to the Senate Ethics Officer only re spouses and common-law partners)
- Assets and Liabilities: (a) nature but not the value of any assets and liabilities of a senator over \$10,000 (confidential disclosure to Senate Ethics Officer and public disclosure as well);
 (b) nature but not the value of any assets and liabilities of a senator's spouse or commonlaw partner over \$10,000 (confidential disclosure to Senate Ethics Officer only re spouses and common-law partners);
- Outside employment, professions, businesses: (a) any employment, profession or business in which a senator participates, including a description of the activities of the senator (confidential disclosure to the Senate Ethics Officer and public disclosure as well); (b) any employment, profession or business in which a senator's spouse or common-law partner participates, including a description of the activities (confidential disclosure to the Senate Ethics Officer only re spouses and common-law partners)
- Positions: (a) directorships or offices in corporation, partnerships or other associations held
 by senators (confidential disclosure to the Senate Ethics Officer and public disclosure as
 well); (b) directorships or offices in corporation, partnerships or other associations held by a
 senator's spouse or common-law partner (confidential disclosure to the Senate Ethics Officer
 only re spouses and common-law partners)
- Government contracts: the source, nature and value of any contracts, subcontracts or other business arrangements with the Government of Canada or a federal agency or body that a senator has directly, or through a subcontract, or by virtue of a partnership or a significant interest in a private corporation; and the source, nature and value of any contracts, subcontracts or other business arrangements with the Government of Canada or a federal agency or body that a senator's family has, directly or through a subcontract, or by virtue of a partnership or a significant interest in a private corporation,
- **Gifts and sponsored travel**: A gift or other benefit that a senator, or a family member, receives as a normal expression of courtesy or protocol, or that is within the customary

standards of hospitality that normally accompany a senator's position is acceptable under the Senate Code but it must be disclosed to the Senate Ethics Officer if its value exceeds \$500, or if the total value of all such gifts or benefits received from one source in a 12 month period exceeds \$500. This disclosure is required within 30 days after the gift or benefit is received or after that total value is exceeded. The nature, value, and source must be disclosed, as well as the circumstances under which the gift or other benefit was given. The Senate Ethics Officer then makes this information available on the office's website. With respect to travel, senators must disclose to the Senate Ethics Officer any sponsored travel that arises or relates to the senator's position within 30 days after the end of the trip if the travel costs exceed \$500 and are not paid through the programs for international and interparliamentary affairs of the Parliament of Canada, by the Senate, the Government of Canada or the senator's political party. Again, this information is then made available on the office's website.

Executive and Public Office Holders (Act): The disclosure must include the following elements:

- **Incomes:** description of all income received during the 12 months before the appointment, or expected during the 12 months following the appointment.
- **Assets and Liabilities:** description of assets and estimated value, and nature and amount of direct and contingent liabilities.
- Positions: description of outside activities listed at subsection 15 (employment, business or commercial activity, director or officer of corporation or organization, office in union or professional organization, paid consultancy, partnerships) including philanthropic activities during two years prior to the appointment.
- Trustee, liquidator or executor: description of Reporting Public Office Holders' activities as trustee, executor or liquidator of succession; or holder of power of attorney during 2 years prior to appointment.
- Gifts: All gifts are subject to an acceptability test whereby it cannot (with limited exceptions) be accepted if it might reasonably be seen to have been given to influence the public office holder. Reporting public office holders and members of their families must make a public declaration within 30 days of gifts and advantages they have accepted, other than gifts received from a relative or friend, which have a value of \$200 or more or gifts totaling \$200 or more from the same source within a period of 12 months.
- Travel: Ministers, ministers of state, parliamentary secretaries, family members, ministerial
 advisers and ministerial staff are prohibited from accepting travel in non-commercial
 chartered or private aircraft for any purpose, unless required in their capacity as a reporting
 public office holder or in exceptional circumstances or with prior approval of the
 Commissioner. Any acceptable travel as defined above must be disclosed to the
 Commissioner within 30 days of its acceptance and is subject to public declaration
 identifying the source and circumstances under which it was accepted.
- Offers of outside employment: Reporting public office holders must disclose in writing to the Commissioner within 7 days all firm offers of outside employment; as well as acceptance within another 7 days.

Appendix B of the Policy on Conflict of Interest and Post-Employment contains the following specific requirements for Public Servants:

 Assets and Liabilities: Public servants are required to evaluate their assets and liabilities, taking into consideration the nature of their official duties and the characteristics of their assets and liabilities. If there is any real, apparent or potential conflict of interest between the carrying out of their official duties and their assets, they are to report this matter to their deputy head in a timely manner. Public servants may not sell or transfer assets to family members or anyone else for the purpose of circumventing the compliance requirements. The types of assets and liabilities that should be reported and the procedures for reporting and managing such assets are set out in Appendix A, *Values and Ethics Code for the Public Service (2003)*, pending the approval of a new Directive (forthcoming). The assets and liabilities are generally, but not necessarily limited to, those of a commercial nature. Individual departments may specify additions to the listed non-exempt assets and liabilities depending on specific operational risks. Assets to be reported could include sources of external income where such income places the individual public servant in a conflict of interest.

- Outside employment or activities: Public servants may engage in employment outside the public service and take part in outside activities unless the employment or activities are likely to give rise to a real, apparent or potential conflict of interest or would undermine the impartiality of the public service or the objectivity of the public servant. Public servants are required to provide a report to their deputy head when their outside employment or activities might subject them to demands incompatible with their official duties, or cast doubt on their ability to perform their duties or responsibilities in a completely objective manner. The deputy head may require that the outside activities be modified or terminated if it is determined that a real, apparent or potential conflict of interest exists. Public servants who receive a benefit or income either directly or indirectly from a contract with the Government of Canada are required to report to their deputy head on such contractual or other arrangements. The deputy head will determine whether the arrangement presents a real, apparent or potential conflict of interest, and may require that the contract be modified or terminated.
- Gifts, hospitality and other benefits: Public servants are not to accept any gifts, hospitality or other benefits that may have a real, apparent or potential influence on their objectivity in carrying out their official duties and responsibilities or that may place them under obligation to the donor. This includes activities such as free or discounted admission to sporting and cultural events, travel or conferences. The acceptance of gifts, hospitality and other benefits is permissible if they are infrequent and of minimal value, within the normal standards of courtesy or protocol, arise out of activities or events related to the official duties of the public servant concerned, and do not compromise or appear to compromise the integrity of the public servant concerned or of his or her organization. Public servants are to seek written direction from their deputy head where it is impossible to decline gifts, hospitality or other benefits that do not meet the principles set out above, or where it is believed that there is sufficient benefit to the organization to warrant acceptance of certain types of hospitality.

Other relevant information

Public Service: Public servants are required to report in writing to the deputy head, in accordance with their organization's procedures, all outside activities, assets and interests that might give rise to a real, apparent or potential conflict of interest in relation to their official duties. Such a report is to be made within 60 days of their initial appointment or any subsequent appointment, transfer or deployment. On a regular basis thereafter, and every time a major change occurs in their personal affairs or official duties, every public servant is required to review his or her obligations under the Policy, the Values and Ethics Code for the Public Sector and their organizational code of conduct. If a real, apparent or potential conflict of interest exists; he or she is to file a report in a timely manner.

2. Transparent

Public accessibility of disclosed information	Legislative (Members' Code): The disclosure statement is confidential (section 20 (3)). However, a summary is published whose content is prescribed in sections 23 and 24. The summary for current MPs is available in the Public Registry found online at the following link: http://ciec-ccie.parl.gc.ca/EN/PublicRegistries/Pages/PublicRegistryHome.aspx
	Legislative (Senate Code) : The disclosure statement that senators file annually is confidential (subsection 27(8)). However, the Senate Ethics Officer is required to prepare a summary of the information provided in the confidential disclosure statement (sections 30 and 31). These summaries are posted on the office's website at: http://www.parl.gc.ca/seo-cse .
	Executive and Public Office Holders (Act): Detailed disclosure report is confidential (sections 22 to 24: "confidential disclosure"). Sections 25 and 26 of the Act lists all items that must be publicly disclosed by reporting public office holders. The public disclosures are maintained in a Public Registry (section 51), which is available online http://ciec-ccie.parl.gc.ca/EN/PublicRegistries/Pages/PublicRegistryHome.asp
Public access	Legislative (House of Commons), Executive and Public Office Holders:
to information concerning disclosure	Information on compliance obligations under both the legislature and executive is made available online through the <u>public registries</u> and the Annual Reports of the Office of the Conflict of Interest and Ethics Commissioner. The website also provides data on investigative and enforcement activity.
system	Legislative (Senate):
functioning	Information on compliance obligations under the Senate conflict of interest regime is made available on-line through the public registry and the annual reports of the Office of the Senate Ethics Officer. The office's website also provides information on investigative and enforcement activity.
	Public Service: With respect to public servants at levels up to and including the assistant deputy minister and equivalent, the information provided on conflict of interest reports is considered personal information under the <i>Privacy Act</i> and is not available to the public.
Other relevant information	Both MPs and reporting public office holders who are ministers, ministers of state and parliamentary secretaries have to disclose private interests of family members in a confidential report. The disclosed information is not publicly available.
3. Targe	ted at senior leaders and those in at-risk positions
Legislative	Members of Parliament (House of Commons and Senate) are covered. Members of the House of Commons are covered by the <u>Conflict of Interest Code for Members of the House of Commons</u> , administered by the <u>Conflict of Interest and Ethics Commissioner</u> . Senators are subject to the <u>Ethics and Conflict of Interest Code for Senators</u> , which is administered by the <u>Senate Ethics Officer</u> .
Executive	The Executive is treated as "Public office holder". This includes ministers, ministers of state, parliamentary secretaries, ministerial staff, ministerial advisors, deputy ministers and most full and part-time governor-in-council appointees. There are approximately 2,400 public office holders, more than half of whom are part-time. A sub-category of public office holder is "reporting public office holders" which include, <i>inter alia</i> , ministers of the Crown, ministers of state or parliamentary secretaries; the Chief Electoral Officer; members of ministerial staff; ministerial advisers; certain Governor in Council appointees; ministerial appointees whose appointments are approved by the
	Governor in council; and those designated as a reporting public office holder under sections 62.1(1)
Judiciary	and 62.2(1) of the Act. The Office of the Commissioner for Federal Judicial Affairs Canada (FJA) was created under the <i>Judges Act</i> to safeguard the independence of the judiciary and put federally appointed judges at arm's length from the Department of Justice. Its mandate extends to promoting better administration of justice and providing support for the federal judiciary. Under the <i>Judges Act</i> , FJA is responsible for the

	administration of the remuneration, benefits and pension of federally appointed judges. The <i>Judges Act</i> governs the judiciary.
	The Canadian Judicial Council was created under the <i>Judges Act</i> to promote efficiency and uniformity, and to improve the quality of judicial service in the superior courts of Canada. The Council is also mandated to review any complaint or allegation against a superior court judge.
Other	Senators are also required to disclose the private interests of spouses or common-law partners and, in the case of government contracts, the interests of their family members, but only on a confidential basis to the Senate Ethics Officer. The purpose of this limited disclosure is to provide information to the Senate Ethics Officer in order to enable her to provide advice to senators concerning real, apparent and potential conflicts involving their family members.
	Public servants are not required to disclose private interests of family members. Please see section 1 for more detail on the framework as described in the Treasury Board <i>Policy on Conflict of Interest and Post-Employment</i> and the <i>Values and Ethics Code for the Public Sector.</i>
Risk-based approach to the disclosure	There is a distinction being made between reporting public office holders and non-reporting public office holders. Non-reporting public office holders are not required to disclose interests as generally they are working part-time (less than 15 hours a week).
requirement	The approach for public servants as previously described is risk-based.
Other relevant information	
4. Suppo	orted with adequate resources
Main agency/ agencies involved in disclosure	The Office of the Conflict of Interest and Ethics Commissioner is responsible for the implementation of disclosure mechanisms for reporting public office holders and Members of the House of Commons. Employees of the Office are subject to a Code of Values and Standards of Conduct for Employees of the Office of the Conflict of Interest and Ethics Commissioner, which is available on the website. Employees of the public service are subject to the Values and Ethics Code for the Public Sector, developed and administered by the Treasury Board, a central agency of government. The Office of the Senate Ethics Officer is responsible for the implementation of disclosure mechanisms for senators. Canada's provinces and territories have their own conflict of interest and ethics commissioners, who have their own disclosure of private interests' mechanisms.
Other entities	Public Service: The implementation of the reporting mechanism is the responsibility of individual departments and agencies for public servants at levels up to and including assistant deputy minister and equivalent. This includes tax and custom officials, procurement agents, and board members and professional staff working at agency(ies) or ministry(ies) that regulate financial institutions and/or financial markets (regulatory and prudential).
Other relevant information	

5. Useful

Frequency of filing requirement

Legislative (House of Commons): Submit disclosures upon entry, annually and upon material change. Gifts disclosed within 60 days after receipt, travel disclosed within 60 days of end of trip.

Executive and Public office Holders: Submit disclosures at entry, annually and upon any material change. Gifts disclosed within 30 days of acceptance, travel disclosed within 30 days of acceptance

Public service: Submit disclosures at entry, and upon any material change.

Legislative (House of Commons): The Office of the Conflict of Interest and Ethics Commissioner reviews the forms submitted by MPs to ensure that all the required information has been submitted. In doing so the Conflict of Interest and Ethics Commissioner reviews the contents of the form and may, on occasion, meet with MPs to discuss their obligations and any measures that may be required to meet those obligations under the Members' Code. The current practices and procedures are based on an "honor system", although the Commissioner has the authority to initiate an inquiry if she has reasonable grounds to believe the Member has contravened his or her obligations under the Members' Code.

Legislative (Senate): The Office of the Senate Ethics Officer reviews the forms submitted by senators to ensure that all the required information has been submitted. In doing so, the Senate Ethics Officer reviews the contents of the form. She also communicates with senators throughout the disclosure process to raise any inconsistencies or omissions in their statements. She provides an annual letter of advice to each senator concerning the interests the senator has disclosed and any measures that may be required to be taken in order to comply with the provisions of the Senate Code. She may also, if necessary, meet with senators to discuss these matters. The current practices and procedures are based on an "honor system", although the Senate Ethics Officer may conduct inquiries into issues of non-compliance.

Validation & verification

Executive and Public Office Holders: The Office of the Conflict of Interest and Ethics Commissioner reviews the confidential reports submitted by all reporting public office holders to ensure that all the required information has been submitted. In doing so the Conflict of Interest and Ethics Commissioner reviews the contents of the form and may, on occasion, meet with reporting public office holders to discuss their obligations and any measures that may be required to meet those obligations under the Act. The current practices and procedures are based on an "honor system", although the Commissioner has the authority to initiate an examination if she has reason to believe the public office holder has contravened his or her obligations under the Act

Public service: Public servants are expected to provide the deputy head or delegate all the information required to review and advise upon the resolution of the conflict of interest. It is expected that situations will be resolved through discussion and agreement between the public servant and the deputy head or delegate. When a public servant and the deputy head (or delegates) disagree on the appropriate arrangements to resolve a real, apparent or potential conflict of interest, the disagreement will be resolved through the resolution procedures established by the deputy head, normally the grievance procedure.

Disclosed information is used by the Office of the Conflict of Interest and Ethics Commissioner to provide advice to public office holders and Members of the House of Commons, and to carry out investigations as required.

Uses of disclosed information

Moreover, summaries of disclosures made by Members and public office holders, as well as reports of investigations (Act and Members' Code), compliance orders and notices of violation and administrative monetary penalties issued under the Act are available for public examination on the website, which increases transparency which reinforces the public's confidence in its democratic and governance institutions.

Summaries of the information disclosed to the Senate Ethics Officer are made available to the public on the website of the Office of the Senate Ethics Officer and this information is updated throughout the year.

For the public service, the information is used to resolve conflicts of interest and to enforce the provisions of the Code and Policy when it is alleged that they have been breached.

Other relevant information

Legislative (Code): MPs shall file a statement disclosing their private interests and those of their family members with the Commissioner within 60 days following the notice of their election in the Canada Gazette, and on an annual basis thereafter. Any material change to the statement must be reported within 60 days after the change.

Executive (Act): Reporting public office holders shall provide a confidential report to the Commissioner on their private interests within 60 days of appointment, and review this information annually. Ministers and Parliamentary Secretaries shall also make reasonable efforts to include the interests of their family members in the report. Any material change to the report must be notified to the Commissioner within 30 days.

6. Enforceable

Members' Code: The Commissioner may commence an inquiry regarding an alleged breach of the Code at the request of an MP, following a resolution of the House of Commons or on her own initiative. If MPs are found guilty to have breached their obligations under the Code this will be stated in a report to be presented to the House of Commons and the Commissioner may recommend certain sanctions, which ultimately will be decided by the House. This report is made publicly available (upon tabling in the House/receipt by the Speaker).

Types of applicable sanctions

Conflict of Interest Act: The Commissioner may commence an examination about an alleged breach of the Act at the request of a MP or Senator, or at her own initiative and can issue a public report. As well, if the Commissioner believes on reasonable grounds that a public office holder has contravened a reporting obligation, the Commissioner may issue, and shall cause to be served on the public office holder, a notice of violation and propose an administrative monetary penalty not exceeding \$500.

Senate Code: Though inquiries concerning non-compliance are conducted by the Senate Ethics Officer, the sanctions or penalties to be imposed in any given case would be determined by the Senate after the inquiry report of the Senate Ethics Officer concerning the matter is tabled in the Senate. The Senate has broad powers with respect to the types of sanctions that it may impose. For public servants at levels up to and including assistant deputy minister and equivalent, the

Other relevant information	
Mechanism and entities responsible for enforcing measures	employment, which the public servant must acknowledge by signing his or her letter of offer. A public servant who does not comply with the Code or Policy may be subject to disciplinary action, up to and including such measures as suspension without pay, financial penalties or termination of employment. The Office of the Conflict of Interest and Ethics Commissioner is responsible for enforcing measures for members of the House of Commons subject to the Members' Code and public office holders subject to the Conflict of Interest Act. The SENATE ETHICS OFFICER is responsible for enforcing the Senate Code. For public servants at levels up to and including assistant deputy minister and equivalent, the deputy minister of individual departments and agencies is responsible for taking appropriate corrective action when allegations of breaches of the Code and Policy are founded.
	public servant who does not comply with the Code or Policy may be subject to disciplinary act