Canadian Heritage Portfolio

A Handbook for Governor in Council Appointees
# TABLE OF CONTENTS

**Introduction** ................................................................................................................................................1

**What’s Different about Public Institutions?** .................................................................................................................................1

**Concept of the Crown** ...............................................................................................................................................2

**Concept of the Portfolio** ...............................................................................................................................................3

**Types of Government Organizations** ........................................................................................................................................4

- Ministerial Departments ........................................................................................................................................4
- Agencies .................................................................................................................................................................6
- Administrative Tribunals ........................................................................................................................................6
- Crown Corporations .............................................................................................................................................6
- Arm’s-Length Principle ........................................................................................................................................7

**Planning, Budgeting and Accountability Regime** ..................................................................................................................7

- Part I – Government Expenditure Plan ..................................................................................................................8
- Part II – Main Estimates .......................................................................................................................................8
- Part III – Departmental Expenditure Plans .........................................................................................................8

  **Departments and Other Organizations** ........................................................................................................8

  - Reports on Plans and Priorities ........................................................................................................................8
  - Departmental Performance Reports ................................................................................................................9
  - Annual Reports ..................................................................................................................................................9

- **Crown Corporations** ...........................................................................................................................................9

  - Corporate Plans, Capital and Operating Budgets .........................................................................................10
  - Annual Reports ..............................................................................................................................................11

**Governance** .....................................................................................................................................................11

- Audit Committees ..............................................................................................................................................12
- Governance Committees ...................................................................................................................................12
- Training .............................................................................................................................................................13
- Guidelines for Governor in Council Appointees ............................................................................................13

**Final Word** ....................................................................................................................................................14

# LIST OF GRAPHICS AND RESOURCES

- **Canadian Heritage Portfolio Organization Chart** ..........................................................................................5
- **Canadian Heritage Portfolio Relationship to Minister** ..................................................................................7
- **Planning, Budgeting and Accountability Cycle** ..........................................................................................9
- **Plans and Reports for Portfolio Organizations** ..........................................................................................10
- **Who Does What? Roles of the Corporate Governance Team** ..................................................................12
- **Useful Information Sources** .......................................................................................................................15
- **Websites** .......................................................................................................................................................17
- **Canadian Heritage Portfolio** .......................................................................................................................18
INTRODUCTION

Welcome to the Canadian Heritage Portfolio.

This Portfolio, comprised of the Department of Canadian Heritage and 18 organizations, is one of the largest in the Government of Canada.

It includes 10 Crown corporations, four departmental agencies and an administrative tribunal whose activities are closely related to those of the Department. These organizations are active in the field of heritage (six national museums, Library and Archives Canada, the National Battlefields Commission and the Canadian Cultural Property Export Review Board), the arts (Canada Council for the Arts and the National Arts Centre), and audiovisual (CBC/Radio-Canada, National Film Board of Canada, Telefilm Canada and the Canadian Radio-television and Telecommunications Commission). The Portfolio also includes three organizations active in human resources (Public Service Commission of Canada, Public Service Labour Relations and Employment Board, and Public Servants Disclosure Protection Tribunal Canada).

In addition to their specific mandates, the Portfolio organizations play a key role in assisting the government in achieving its public policy goals and priorities. Since they involve a variety of governance structures (Crown corporations, agencies, boards and administrative tribunals), they maintain different relationships with the government and enjoy degrees of autonomy that can vary widely. It is therefore important that you have a strong understanding of the relationship between the organization you represent and the people of Canada as represented by Parliament.

The Portfolio Affairs Office of the Department of Canadian Heritage has developed this handbook for new Governor in Council appointees to the boards of organizations that report to Parliament through the Minister of Canadian Heritage. It is intended as a very general overview of the role and responsibilities of board members in these public institutions, which differ somewhat from private-sector corporations or not-for-profit corporations. The staff of the institution to which you have been appointed will brief you on the specifics of its mandate and operations. If necessary, they will refer you to resources and training you may require in order to perform your duties effectively. This document should help you in placing your mandate and those operations within the bigger picture of the functioning of the Government of Canada.

WHAT’S DIFFERENT ABOUT PUBLIC INSTITUTIONS?

The main difference between the role of a director or trustee of a government organization and that same role in a private sector corporation, whether for profit or not, is that a public-sector board has multiple levels of accountability. The activities and decisions of public organizations are constantly brought to the attention of Canadians.

The measure of success for a for-profit corporation is whether or not it makes money, and for this, it is accountable to the shareholders.

The measure of success for a not-for-profit corporation is whether or not it meets the objectives set out in its articles of incorporation, for which it is accountable to its members.
For a government body, meeting the mandate established in its governing legislation is only one piece of the puzzle. Because public institutions are ultimately accountable to the citizens, through their responsible Minister and Parliament, the activities in which public institutions engage must also meet the objectives and priorities of the government as a whole. These objectives and priorities can be found in numerous pieces of legislation, such as the Financial Administration Act or the Official Languages Act, and in over-arching policy statements like the Speech from the Throne.

Government bodies must conform to the planning, budgeting and accountability processes of government, as directed by the Treasury Board Secretariat and the Department of Finance. They must also be submitted to public oversight by parliamentary committees and the Auditor General, among others. These requirements, with respect to sound management, accountability and transparency, are a unique feature of governance in public institutions.

There are good sources of information for a better understanding of the expectations and requirements relating to the governance of federal organizations. Under item “Useful Information Sources”, you will find a document prepared by the Machinery of Government Secretariat in the Privy Council Office, entitled Accountable Government: A Guide for Ministers and Ministers of State – 2011. This document sets out core principles regarding the roles and responsibilities of Ministers in Canada’s system of responsible parliamentary government and includes information on Ministers’ relations with their portfolios. There is also guidance on portfolio coordination.

Concept of the Crown

Canada is a constitutional monarchy and a democracy with a system of responsible parliamentary government. The structure of Canadian government is set by Canada’s written constitution (the Constitution Acts, 1867-1982) and by an “unwritten” constitution comprised of conventions and customs first established in the British Westminster model of government, which, since 1867, have evolved through the history of responsible government in Canada to fit the Canadian context.

There are three levels of government in Canada: federal, provincial or territorial, and municipal. Each level has different areas of responsibility which can be identified based on geography and types of services.

The federal government creates laws and manages programs and services that tend to affect the whole country.

The provincial and territorial governments have powers to make decisions relating to areas of law that affect their province or territory directly.

The federal and provincial/territorial areas of responsibility are listed in the Constitution Act, 1867.

Municipal governments are responsible for establishing by-laws and services that are administered in a specific city, town or village.

The responsibility for governing at the federal level is shared by the legislative, executive and judicial branches. Technically, all three powers flow from
the Crown. Queen Elizabeth II is our Head of State. In Canada, she is represented federally by the Governor General and provincially by Lieutenant Governors, and she delegates her powers to those representatives.

The legislative branch of government, the law-making branch, consists of the two houses of Parliament: the House of Commons and the Senate.

The executive branch, also called the Government, enacts, applies and enforces all federal laws created by the legislative branch. It is composed of the Queen (represented by the Governor General), the Cabinet (a group of high-ranking members of government that includes the Prime Minister) and the administration. The administration includes all government departments, the armed forces, Crown corporations and other bodies.

The Cabinet sets the federal government’s policies and priorities for the country. Together, its advisors act in the name of the Queen’s Privy Council for Canada. The Governor General appoints the members of Cabinet on the advice of the Prime Minister. Most members are from the House of Commons. From time to time, a senator may serve on Cabinet to ensure all parts of the country are represented. The Governor General almost always acts on Cabinet’s advice.

The judicial branch is a series of independent courts that interpret the laws passed by the executive and legislative branches.

Each department is presided over by a Cabinet Minister. Ministers may hold additional responsibilities for a range of agencies, boards, commissions and Crown corporations, called the “Portfolio”. Ministers are accountable to Parliament for the actions carried out by the bodies reporting to them. It is the convention of ministerial accountability that forms the link between citizens and government institutions.

As a board member of a government organization, you are part of the federal executive, responsible for carrying out the citizens’ will as expressed in legislation and government policies, and answerable to Parliament through the Minister for the manner in which the public is served by the body you direct. Therefore, in the event of a change in governing party, your role as board member remains unchanged.

CONCEPT OF THE PORTFOLIO

In addition to the department they may head, many Ministers are given responsibility for other government bodies that usually share a particular orientation. The cluster of bodies reporting to the Minister, or through a Minister to Parliament, is called a Portfolio.

The Canadian Heritage Portfolio consists of the Department, ten Crown corporations and eight other organizations (see organization chart on page 5). The Minister of Canadian Heritage is responsible for coordinating the portfolio in an integrated way while respecting the necessary degree of autonomy. The Minister is often assisted in his duties by other Ministers or Ministers of State with responsibility for specific sectors, such as Sport. These files can vary from one administration to another.
The concept of “portfolio management” is an important feature of how government operates. Its principal aim is to bring greater coherence to the government’s role in a particular sphere of activity through better coordination between departments and organizations with similar missions to ensure that the Portfolio as a whole is responsive to the government’s strategic directions. The government also expects Crown corporations and other organizations within the Portfolio to work together to reduce costs, increase efficiencies and maximize opportunities in order to adopt more strategic measures in relation to government priorities.

The Minister’s role in the Portfolio is to establish the strategic policy frameworks, priorities and broad objectives within which Portfolio organizations carry out their activities. The Canadian Heritage Deputy Minister is the Minister’s principal source of public service support and policy advice. The Minister and the Deputy Minister are supported by the Portfolio Affairs Office, which acts as a “single window” to enable a more strategic and coherent approach to portfolio management with respect to policy, planning, accountability, allocation of financial resources, coordination with the central agencies, appointments, governance and communications.

It should be noted that portfolio management does not alter the nature of the relationship between the Minister and the individual organization. Its primary purpose is to maximize efforts to achieve government objectives, while respecting the mandate of portfolio organizations. Each organization’s enabling legislation, the Financial Administration Act and, where applicable, orders in council, define the framework in which the organization interacts with the Minister and the government. However, at the working level, meetings take place among the heads of organizations and other levels of staff to ensure that the government’s priorities, and those of the Minister, are well understood, and to encourage the exchange of information and co-operative efforts.

**TYPES OF GOVERNMENT ORGANIZATIONS**

Parliament exercises the general power of the federal government through its authority to legislate. Powers are assigned in legislation in three general ways: to Ministers individually, to the Governor General in Council, and to the heads and boards of “arm’s-length” entities (in the latter case, the degree of autonomy varies considerably). This delegation defines the scope of the authority that an entity can exercise, and its obligations and responsibilities to Parliament and to Canadians.

The Canadian Heritage Portfolio contains all of the various accountability models.

As noted in *Accountable Government: A Guide for Ministers and Ministers of State – 2011*, portfolio organizations can include:

**MINISTERIAL DEPARTMENTS**

They are the primary vehicles for developing government policies and programs — which are generally broadly mandated and have presiding Ministers vested with powers, duties and functions;
AGENCIES

They take many forms under a variety of names (e.g. agencies, boards, commissions, offices, centres); they generally have more specialized mandates and authorities are vested in the organization or its deputy head, with varying residual responsibilities for Ministers;

ADMINISTRATIVE TRIBUNALS

They make decisions and hear appeals at arm’s length from the government following quasi-judicial processes, with varying residual authorities vested in Ministers; and

CROWN CORPORATIONS

They provide specific services, usually on a commercial basis, with considerable operational autonomy under the oversight of a board of directors, usually with certain powers of direction reserved for Ministers. Some Crown corporations receive funding support from government, while others are self-sufficient or profit-making. The powers necessary to carry out a Crown corporation’s mandate are vested in the board that directs it. While Crown corporations function within their applicable statutory frameworks, they are accountable to Parliament through their respective Ministers.

Some Crown corporations operate under the accountability framework prescribed by Part X of the Financial Administration Act. The six national museums, which are subject to the Museums Act, also operate under Part X.

In accordance with section 85 of the Financial Administration Act, other Crown corporations are not subject to Part X of the Act, with the exception of sections 89.8 to 89.82, 105(2), 113.1, 119, 131 to 148 and 154.01, which relate among other things to their obligations with respect to accountability, financial management and auditing. They are governed by their own enabling legislation. In the Canadian Heritage Portfolio, these include CBC/Radio-Canada, the National Arts Centre, the Canada Council for the Arts and Telefilm Canada.

The Board of Directors has overall stewardship of the Crown corporation and is expected to provide strategic direction to management, oversee the activities of the organization and report to the Crown. It has the duty to act in the best interests of the corporation within the framework of its statutory mandate and to exercise care and due diligence. The Board is also responsible to evaluate, on an annual basis, the performance of the Chief Executive Officer. As a result of their statutory authorities and the role of their boards, the Minister does not intervene in the day-to-day operations of Crown corporations.

The Chairperson of the Board is responsible for the proper conduct of Board meetings in such a way that the corporation carries out its mandate and objectives effectively, ensures good value for taxpayer dollars, remains viable and holds management accountable for its performance.

The Chief Executive Officer (CEO) is responsible for the day-to-day management of the corporation on behalf of the Board of Directors.
## Canadian Heritage Portfolio Relationship to Minister

<table>
<thead>
<tr>
<th>Degree of Autonomy from Government</th>
<th>Minister</th>
</tr>
</thead>
<tbody>
<tr>
<td>Least Arm’s-Length</td>
<td></td>
</tr>
<tr>
<td>Department of Canadian Heritage</td>
<td></td>
</tr>
<tr>
<td>Library and Archives Canada</td>
<td></td>
</tr>
<tr>
<td>National Battlefields Commission</td>
<td></td>
</tr>
<tr>
<td>National Film Board of Canada</td>
<td></td>
</tr>
<tr>
<td>Library and Archives Canada</td>
<td></td>
</tr>
<tr>
<td>National Battlefields Commission</td>
<td></td>
</tr>
<tr>
<td>National Film Board of Canada</td>
<td></td>
</tr>
<tr>
<td>Canadian Museum for Human Rights</td>
<td></td>
</tr>
<tr>
<td>Canadian Museum of History</td>
<td></td>
</tr>
<tr>
<td>Canadian Museum of Nature</td>
<td></td>
</tr>
<tr>
<td>Canadian Museum of Immigration at Pier 21</td>
<td></td>
</tr>
<tr>
<td>Canada Science &amp; Technology Museum</td>
<td></td>
</tr>
<tr>
<td>National Gallery of Canada</td>
<td></td>
</tr>
<tr>
<td>CBC/Radio-Canada</td>
<td></td>
</tr>
<tr>
<td>Canada Council for the Arts</td>
<td></td>
</tr>
<tr>
<td>National Arts Centre</td>
<td></td>
</tr>
<tr>
<td>Telefilm Canada</td>
<td></td>
</tr>
<tr>
<td>Canadian Radio-television and Telecommunications Commission</td>
<td></td>
</tr>
<tr>
<td>Canadian Cultural Property Export Review Board</td>
<td></td>
</tr>
<tr>
<td>Public Service Commission of Canada</td>
<td></td>
</tr>
<tr>
<td>Public Service Labour Relations and Employment Board</td>
<td></td>
</tr>
<tr>
<td>Public Servants Disclosure Protection Tribunal Canada</td>
<td></td>
</tr>
</tbody>
</table>

### Arm’s-Length Principle

The nature of your organization determines its degree of autonomy (arm’s-length) to government. In other words, the greater your organization’s autonomy and the less subject it is to direction and control by the Minister and central agencies, the greater are its responsibilities and, as a result, the more importance is placed on the principles of good governance, accountability and transparency.

### Planning, Budgeting and Accountability Regime

A large part of the work of board members of governmental bodies involves overseeing and reporting on the activities carried out by the body in furtherance of its mandate, and in particular, for the expenditure of funds appropriated by Parliament to carry out its purposes. Much of the work involves being accountable for the manner in which the organization has discharged its mandate in serving the interests of Canadians.
The government has made it a priority for its planning, budgeting and accountability regime to become more results-oriented. The government and Canadians expect organizations to demonstrate concrete results from the expenditure of public funds. They must also show how the results contribute to achieving the public policy objectives expressed in their mandate, and to the priorities and objectives of the government.

There is a fixed cycle to the federal government’s planning and accountability process, which is closely linked to the budget cycle. Many of the boards’ meetings are scheduled specifically to deal with the documents that must be submitted to the Treasury Board Secretariat or to Parliament at fixed times during the year. All must submit budget information for the Main Estimates, which collectively represent all the expenditures Parliament is asked to approve for the coming year. The timing of the Main Estimates documents is determined by the Financial Administration Act, which requires that the detailed expenditure plans of the government be tabled annually before the end of February.

Each year, the government prepares Estimates in support of its request to Parliament for authority to spend public monies. This request is formalized through the tabling of appropriation bills in Parliament. The Estimates, which are tabled in the House of Commons by the President of the Treasury Board, for the responsible Ministers, consist of three parts:

**PART I – GOVERNMENT EXPENDITURE PLAN**

Provides an overview of the government’s requirements and changes in estimated expenditures from previous fiscal years.

**PART II – MAIN ESTIMATES**

Supports the appropriation acts with detailed information on the estimated spending and authorities being sought by each federal organization requesting appropriations.

In accordance with Standing Orders of the House of Commons, Parts I and II must be tabled on or before March 1.

**PART III – DEPARTMENTAL EXPENDITURE PLANS**

The Departmental Expenditure Plans are divided into two components: *Reports on Plans and Priorities* (RPP) and *Departmental Performance Reports* (DPR) are prepared by each department and organization, except Crown corporations.

While all government organizations must conform to the planning, budgeting and accountability regime, the requirements differ somewhat between Crown corporations, departments and others.

**Departments and Other Organizations**

*Reports on Plans and Priorities*

Each spring, Departments and other organizations are required to prepare a Report on Plans and Priorities which the Minister submits to the Treasury Board. These reports, which cover a three-year horizon, are strategic working documents that outline the main priorities and describe how the organization’s resources will be allocated in order to achieve specific goals. These reports are tabled in Parliament by the President of the Treasury Board (usually in March).
**Departmental Performance Reports**

In late summer or early fall, Departments and other organizations commence preparations of Performance Reports which the Minister then submits to the Treasury Board. These reports outline the results and achievements against the commitments and targets that were established in the Reports on Plans and Priorities. These reports are tabled in Parliament by the President of the Treasury Board (usually in October).

**Annual Reports**

Some organizations are also required to submit an Annual Report to Parliament. The content varies with the nature of the organization and the requirements set out in its enabling legislation. Such reports generally include a review of the organization’s operation activities during the period in question.

**Crown Corporations**

Part X of the *Financial Administration Act* and its associated regulations require that Crown corporations submit the following documents annually, in the manner and form prescribed by the Act: a Corporate Plan, an Annual Report, and Capital and Operating budgets. The six national museums are subject to this requirement.

The four other Portfolio Crown corporations, CBC/Radio-Canada, the National Arts Centre, the Canada Council for the Arts and Telefilm Canada, exempt from Part X of the *Financial Administration Act* (with the exception of sections 89.8 to 89.82, 105(2), 113.1, 119, 131 to 148 and 154.01) are required by their own Acts to submit Annual Reports to the Minister, to be tabled in Parliament. However, CBC/Radio-Canada is also required to submit to the Minister a Corporate Plan for information purposes.
plans and reports for portfolio organizations

<table>
<thead>
<tr>
<th>Organization</th>
<th>RPP (Winter)</th>
<th>DPR (Summer/Fall)</th>
<th>Corporate Plan (Winter)</th>
<th>Corporate Plan Summary (Spring)</th>
<th>Annual Report (Summer)</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Department of Canadian Heritage</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• CRTC</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Library and Archives Canada</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• National Battlefields Commission</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• National Film Board of Canada</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>• Public Service Commission of Canada</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Public Service Labour Relations and Employment Board</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Canada Council for the Arts</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>• National Arts Centre</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Telefilm Canada</td>
<td>X*</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• CBC/Radio-Canada</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>• Six National Museums</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
</tbody>
</table>

*Only the Capital Budget in the Plan is approved

as well as a Corporate Plan Summary for tabling in Parliament.

**Corporate Plans, Capital and Operating Budgets**

Corporate Plans remain one of the key vehicles by which the Board of Directors carries out some of its most basic responsibilities: establish the strategic directions for a corporation, in accordance with its mandate and the government’s priorities, and assess the performance of management. The Plans and the Capital and Operating Budgets should also drive all business planning, budgeting and performance assessment within the organization.

It is important to remember that Corporate Plans, and Capital and Operating Budgets, constitute a “contract” with the government – a promise by the corporation to further its mandate and government priorities, by carrying out certain activities, expending funds, and accomplishing specific results. In return, the government provides the corporations with resources (in the case of appropriation-dependent organizations), and allows them greater autonomy than it does other public organizations.

Every year, most Crown corporations submit, through the responsible Ministers to Treasury Board, a Corporate Plan, a Capital Budget and an Operating Budget. Treasury Board approves the Budgets and
recommends the Corporate Plan for approval of the Governor in Council. Other Crown corporations submit a capital budget for the approval of Treasury Board. The capital budget is included in the corporation’s Corporate Plan which is provided for information.

These are secret documents and should be treated as such. Their secret status allows corporations to provide forthright information to Ministers. However, Summaries of Corporate Plans are tabled in Parliament (Senate and House of Commons) once sensitive or confidential business information is removed. They thus constitute a “contract” with the Canadian population and are an important communications tool for the corporation.

**Annual Reports**

Like Corporate Plans, Annual Reports have multiple functions and audiences. They “close the accountability loop”. They inform Cabinet, Parliament and the public on the extent to which corporations have met the objectives and targets established in their Corporate Plans, and provide clear explanations where performance has fallen short of, or exceeded, what was anticipated. The reports are also used by corporations as public relations tools, particularly when seeking funds and donations.

Where there is a Board of Directors, reports are submitted to the Minister in the name of the board, so each member takes personal responsibility for the contents. As previously mentioned, it is the responsible Minister who tables these reports in Parliament. It is therefore beneficial when organizations work in collaboration with the Department, through the Portfolio Affairs Office, in developing these reports.

In addition to the reports mentioned above, there are a number of other statutes that require annual reports for tabling in Parliament or to other branches of government. Among these are reports to: the Treasury Board and the Department of Canadian Heritage on various aspects of the *Official Languages Act*; the Information Commissioner of Canada and the Privacy Commissioner of Canada on the processing of requests made under the *Access to Information Act* and the *Privacy Act*; the Minister of Labour on the recruitment, advancement and retention of women, visible minorities, Aboriginal people and persons with disabilities under the *Employment Equity Act*; and a variety of other government-wide legislation.

The applicable statutes vary from organization to organization. A list of reports that concern you can be provided by your respective organization. Although not all of these reports require approval by the Board of Directors, it is important to be aware of them.

**GOVERNANCE**

The quality of corporate governance has attracted increasing attention, both in government and in the private sector. This preoccupation in the private sector has been prompted by shareholder concerns and the higher legal standard for stewardship being demanded of board members. In the public sector, the increased importance attached to good governance is attributable to expectations and requirements for transparency and accountability on the part of those who govern, manage and administer resources and assets on behalf of others.
The establishment of, and compliance with, good governance practices give the government, Canadians and all stakeholders the assurance that the corporation is properly run in order to achieve the expected results.

While there are many unique aspects involved in the governing of public and private sector boards, the general divisions of responsibility are similar. This description, taken from a Conference Board of Canada publication called *Who Does What?* sets out the general divisions of responsibility.

In recent years, boards of government institutions have embarked on a quest for self-improvement in matters of governance. This is a large and important topic, beyond the scope of this document. However, some of the more notable trends are as follows:

### AUDIT COMMITTEES

Audit committees are mandatory for all Crown corporations. Members appointed to such committees must be independent of management. Financial literacy and a solid understanding of the business environment in which the organization operates should be prime features in the required competencies of members serving on audit committees. For more information, please refer to the Treasury Board Secretariat’s *Guidelines for Audit Committees in Crown Corporations and Other Public Enterprises*.

### GOVERNANCE COMMITTEES

Most boards now have a governance committee that addresses such matters as the performance assessment of the CEO and of the board itself. Assessing the effectiveness of the board and

---

### WHO DOES WHAT? ROLES OF THE CORPORATE GOVERNANCE TEAM

<table>
<thead>
<tr>
<th>Shareholder</th>
<th>Provider of purpose · Provider of capital</th>
</tr>
</thead>
<tbody>
<tr>
<td>Board</td>
<td>Leader · Overseer · Steward · Reporter</td>
</tr>
<tr>
<td>Individual Director</td>
<td><strong>In addition to general board roles:</strong> Learner · Inquirer · Influencer</td>
</tr>
<tr>
<td>Chair of the Board</td>
<td><strong>In addition to general board and individual director roles:</strong> Achiever of Diversity · Consensus Builder · Solidarity Promoter</td>
</tr>
<tr>
<td>Board Committee and Committee Chair</td>
<td><strong>In addition to general board and individual director roles:</strong> Policy Developer · Advisor · Planner · Recommender</td>
</tr>
<tr>
<td>CEO</td>
<td><strong>In addition to general board roles:</strong> Director · Initiator · Developer · Implementor · Mentor</td>
</tr>
<tr>
<td>Senior Management</td>
<td>Leader · Steward · Innovator · Judge · Mentor</td>
</tr>
<tr>
<td>Corporate Secretary</td>
<td>Communicator · Information Manager · Team Builder · Recorder · Mentor · Advisor</td>
</tr>
</tbody>
</table>
the contribution of each board member is also encouraged. Such assessments provide boards with opportunities to improve their practices, and identify skills and abilities required. The governance committee establishes and reviews, on a regular basis, the mandates of the various committees of the board. It also establishes and maintains a system for ensuring that conflicts of interest are declared and dealt with appropriately.

**TRAINING**

Given the emphasis on good governance practices and the complexity of the responsibilities borne by board members, it is essential that they commit to ongoing training and development. It is their responsibility to identify their own training needs and acquire the tools they need for the efficient discharge of the public trust placed in them. Providing access to the right tools is both a responsibility and a wise investment.

Board members usually have access to individual briefing sessions provided by the staff of the organization they have joined. Many boards organize periodic retreats, often with the help of professionals, where the board can focus on its role and responsibilities. Specialized training is available for new members from the Canada School of Public Service (the School). Seminars are also offered by organizations, such as the Institute on Governance, on how government works and other issues of importance to members of public sector boards.

The School also offers two complementary courses to help members of Boards of Directors exercise their role and responsibilities: *Orientation for Crown Corporation Directors* and *Financial Literacy for Directors of Crown Corporations*. Another course is offered by the School which provides participants with an opportunity to explore *How Ottawa Works* and to see what actually happens behind the scenes. A description of these courses is available on the School’s Website at [www.myschool-monecole.gc.ca](http://www.myschool-monecole.gc.ca).

**GUIDELINES FOR GOVERNOR IN COUNCIL APPOINTEES**

Specific statutes and guidelines govern the conduct and actions of Governor in Council appointees while in office. Each of the following provides a more detailed description.

The *Conflict of Interest Act* establishes conflict of interest and post-employment compliance measures for public office holders. The Act is administered by the Conflict of Interest and Ethics Commissioner.

The *Ethical Guidelines* outline the following four ethical principles that apply to all public office holders:

**Ethical Standards**: Public office holders shall act with honesty and uphold the highest ethical standards so that public confidence and trust in the integrity, objectivity and impartiality of the government are conserved and enhanced.

**Public Scrutiny**: Public office holders have an obligation to perform their official duties and arrange their private affairs in a manner that will bear the closest public scrutiny, an obligation that is not fully discharged by simply acting within the law.
**Decision Making:** Public office holders, in fulfilling their official duties and functions, shall make decisions in the public interest and with regard to the merits of each case.

**Government Property:** Public office holders shall not directly or indirectly use, or allow the use of, government property of any kind, including property leased to the government, for anything other than officially approved activities. In no circumstance should any political activities be performed at a government place of work; nor should any government equipment or material be used for such purposes.

The *Guidelines for the Political Activities of Public Office Holders* are based on the general principle that public office holders should not participate in any political activity which might impair, or be seen to impair, their ability to discharge their duties in a politically impartial manner or cast doubt on the integrity or impartiality of the office.

**FINAL WORD**

An appointment to the board of a national institution should be stimulating and rewarding. Most board members find the experience to be very positive. Occasionally, members feel that they do not have all the tools they need to be as productive as they would like to be. In such a case, make your concerns known to your chairperson or corporate secretary. They are there to help you if there are any areas where you feel you need more information or guidance. There are also many useful publications and websites. A selected list of resources follows.

The diversity of experiences and perspectives that board members bring to the governance of public institutions is an essential component in their connection to the “shareholders”, the Canadian public.

Currently, more than 2,000 Canadians are serving on over 200 Crown corporations, agencies, boards and commissions across the country.

Thank you for accepting the invitation to serve and contribute in building a stronger Canada. We trust that you will find your time with the Canadian Heritage Portfolio most fulfilling.
USEFUL INFORMATION SOURCES

GOVERNMENT OF CANADA PUBLICATIONS:

Accountable Government - A Guide for Ministers and Ministers of State
Privy Council Office - 2011

Ethical and Political Activity Guidelines for Public Office Holders Part I and II
Privy Council Office, July 2011

Conflict of Interest Act
Department of Justice
http://laws-lois.justice.gc.ca/eng/acts/C-36.65/page-1.html#docCont

Performance Management Program
Privy Council Office

Forms and Reference Material
Privy Council Office

Guidelines for Audit Committees in Crown Corporations and Other Public Enterprises
Treasury Board Secretariat, February 2014
OTHER PUBLICATIONS OF INTEREST:

The Role of Management Boards in the Public Sector
Institute on Governance, 2013

Conference Board of Canada, 1999
www.conferenceboard.ca/documents.asp?rnext=163
WEBSITES

GOVERNMENT OF CANADA SITES DEALING WITH THE ROLE OF GOVERNMENT:

Privy Council Office
www.pco- bcp.gc.ca

Governor in Council Appointments Website
www.appointments-nominations.gc.ca

Office of the Conflict of Interest and Ethics Commissioner
www.ciec-ccie.gc.ca

Department of Canadian Heritage
www.pch.gc.ca

Governor General of Canada
www.gg.ca

Department of Justice
www.canada.justice.gc.ca

SITES DEALING WITH CORPORATE GOVERNANCE:

Canada School of Public Service
www.myschool-monecole.gc.ca

Institute on Governance
www.iog.ca

Office of the Auditor General of Canada
www.oag-bvg.gc.ca
CANADIAN HERITAGE PORTFOLIO

CROWN CORPORATIONS

NATIONAL ARTS CENTRE
CENTRE NATIONAL DES ARTS

Canada Council for the Arts
Conseil des arts du Canada

CANADIAN MUSEUM OF HISTORY
MUSÉE CANADIEN DE L'HISTOIRE

CANADIAN WAR MUSEUM
MUSÉE CANADIEN DE LA GUERRE

Canadian Museum of Immigration at Pier 21
Musée canadien de l'immigration du Quai 21

CANADIAN MUSEUM FOR HUMAN RIGHTS
MUSÉE CANADIEN POUR LES DROITS DE LA PERSONNE

National Gallery of Canada
Musée des beaux-arts du Canada

CANADA AGRICULTURE AND FOOD MUSEUM
MUSÉE DE L'AGRICULTURE ET DE L'ALIMENTATION DU CANADA

CANADA AVIATION AND SPACE MUSEUM
MUSÉE DE L'AVIATION ET DE L'ESPACE DU CANADA

CANADA SCIENCE AND TECHNOLOGY MUSEUM
MUSÉE DES SCIENCES ET DE LA TECHNOLOGIE DU CANADA

CBC Radio-Canada

TELEFILM CANADA
CANADIAN HERITAGE PORTFOLIO

DEPARTMENTAL AGENCIES

Library and Archives Canada
Bibliothèque et Archives Canada

Government of Canada
Gouvernement du Canada

The National Battlefields Commission
Commission des champs de bataille nationaux

Canadian Radio-television and Telecommunications Commission
Conseil de la radiodiffusion et des télécommunications canadiennes

ADMINISTRATIVE TRIBUNAL

Canadian Cultural Property Export Review Board
Commission canadienne d’examen des exportations de biens culturels

HUMAN RESOURCES ORGANIZATIONS

Public Service Commission of Canada
Commission de la fonction publique du Canada

Public Service Labour Relations and Employment Board
Commission des relations de travail et de l’emploi dans la fonction publique

Public Servants Disclosure Protection Tribunal Canada
Tribunal de la protection des fonctionnaires divulgateurs Canada