

OFFICE OF THE SENATE ETHICS OFFICER



Annual Report 2016-2017

Annual Report of the Senate Ethics Officer 2016-2017

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June 22, 2017

The Honourable George Furey
Speaker of the Senate
280-F, Centre Block
Parliament Buildings
Ottawa, Ontario
K1A 0A4

Dear Mr. Speaker:

It is my honour and pleasure to submit to you the twelfth Annual Report of the Office of the Senate Ethics Officer, pursuant to section 20.7 of the *Parliament of Canada Act*, R.S.C. 1985, c. P-1, as am. by S.C. 2004, c.7; S.C. 2006, c.9. It covers the period from April 1, 2016 to March 31, 2017.

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'L Ricard'.

Lyse Ricard

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I. MESSAGE FROM THE SENATE ETHICS OFFICER

In this fifth year of my mandate as Senate Ethics Officer, I am particularly grateful to my team for their steadfast support and dedication amidst challenging times, with many changes, increasing workload and growing public scrutiny.

The year was marked by a number of notable events, not the least of which was the appointment of a significant number of new senators to the Upper House. My priority was to bring these new senators into compliance with the *Ethics and Conflict of Interest Code for Senators* (the *Code*). I have also placed great emphasis on briefing new senators and advising them on the *Code*.

In addition, I tabled an inquiry report on Senator Don Meredith's relationship with a teenager. The report led to findings regarding a breach of section 7.1 of the *Code*, and my conclusion that no remedial measures could be accepted, given the severity of the breach. This case was unprecedented given that it was the first time my office had to consider section 7.1 of the *Code*. It has drawn much attention from the media and the public. My office has received numerous requests for information, comments and opinions on the case.

I wish to emphasize that section 7.1 requires senators to uphold the highest standards of dignity inherent to the office of senator and to protect the reputation of their office and that of the Senate as an institution, both in their official and private capacities.

My office also took great strides to advance several other requests for inquiries, while maintaining its efficiency for the provision of advice and the annual review process. My office has worked on five preliminary reviews and three inquiries, several of which were completed and published on our website. This work is a considerable achievement if one considers that my office also undertook efforts to modernize the workplace to increase its efficiency.

I wish to thank the Senate Administration for their continued provision of quality services under a cost-recovery agreement related to security, finance, information technology and human resources.

Undoubtedly, the intensifying public interest this year underlined the importance of the *Code* as a means to maintain and enhance public confidence and trust in the integrity of senators and the Senate. I am confident that the *Code* will remain an enduring standard of values and conduct for senators and the institution of the Senate.

II. MANDATE OF THE SENATE ETHICS OFFICER

The Office of the Senate Ethics Officer was established under the *Parliament of Canada Act*. The Senate Ethics Officer is responsible for the interpretation, administration and application of the *Ethics and Conflict of Interest Code for Senators* (the *Code*). The *Code* defines a set of values and standards which guide senators in the exercise of their functions. It also provides a means by which to maintain and enhance public confidence and trust in the integrity of senators and the Senate. The *Code* ensures that questions related to proper conduct may be addressed by an independent, non-partisan officer. It was adopted by the Senate in May 2005, and was revised in 2008, in 2012, and twice in 2014. The *Code* is a document that is distinct from, but of equal standing to, the *Rules of the Senate*.

It should be noted that the Senate Ethics Officer receives general directives from the Standing Committee on Ethics and Conflict of Interest for Senators on the interpretation, application, and administration of the *Code*, but not as it relates to the circumstances of a particular senator.

A. Three Major Functions

The mandate of the Senate Ethics Officer includes three major functions: (i) providing opinions and advice to senators; (ii) administering the disclosure process; and (iii) conducting inquiries.

(i) Opinions and Advice

The Senate Ethics Officer's primary function is to provide advice and guidance to senators with respect to the *Code*, in particular, assisting them in understanding their obligations under the *Code* and identifying ethics and conflicts of interest issues – real, potential and apparent – that could be relevant to their circumstances.

Subsection 42(4) of the *Code* provides that written opinions and advice are to be kept confidential but they may be made public by the senators to whom they relate, or by the Senate Ethics Officer with the particular senator's written consent. However, some opinions related to contracts with the federal government must be made public under section 31 of the *Code*.

This advisory function is recognized by many Canadian ethics and conflict of interest commissioners to be essential to the success of an ethics and conflict of interest regime. It provides a means by which legislators can better understand how ethics and conflict of interest rules apply to their individual circumstances, especially when the application may not be so clear.

Senators are encouraged to seek advice before acting, and to avail themselves of the advisory services of the Senate Ethics Officer in order to effectively prevent ethics and conflict of interest issues. This approach best serves the public interest because it avoids

costly and time-consuming inquiries. It also ensures that the focus is not on addressing conflicts once they have arisen, but rather on preventing them from arising.

(ii) The Annual Disclosure Process

The Senate Ethics Officer is also responsible for administering the annual disclosure process, which begins in the fall of each year. This is a process that is regarded as an essential feature of any ethics and conflict of interest regime. It ensures a measure of transparency and accountability which, in turn, inspires public confidence in the system.

Subsections 27(1) and (2) of the *Code* provide that senators are to file, on an annual basis, a confidential disclosure statement on a date that is established by the Senate Ethics Officer with the approval of the Standing Committee on Conflict of Interest for Senators. Newly appointed senators must file their statements within 120 days after being summoned to the Senate [subsection 27(3)].

These disclosure statements include information concerning senators' activities outside their parliamentary duties and functions, their assets and liabilities over \$10,000, their sources of income over \$2,000, and any federal government contracts, as well as activities and financial interests of their spouses or common-law partners. Subsection 28(1) sets out the list of interests that senators are required to report confidentially to the Senate Ethics Officer.

The Senate Ethics Officer provides each senator with a letter, which draws attention to any relevant provisions of the *Code* and identifies any potential conflicts of interest that are relevant to his or her circumstances, while also providing advice on how these may be prevented. Where senators have specific questions about a particular situation, they should raise the matter with the Senate Ethics Officer and provide the necessary information to assist the latter with formulating useful advice.

The Office of the Senate Ethics Officer also prepares a public disclosure summary for each senator based on the information that was provided in the senator's confidential disclosure statement. Section 31 of the *Code* sets out the list of interests that must be publicly disclosed. Again, this list includes senators' activities outside their parliamentary duties and functions, as well as their income over \$2,000, and their assets and liabilities valued at over \$10,000.

Senators are then required to review their public disclosure summaries, sign and return them to the Office of the Senate Ethics Officer. These summaries are then placed in both a paper public registry located in the office, as well as published in an online public registry, available on the office's website. This registry contains all the information that is required to be made public under the *Code*.

In addition, senators are required to file annually, pursuant to subsection 45(1) of the *Code*, a statement of compliance confirming that they have read the *Code* within the last 30 days

and that, to their knowledge and belief, they are in compliance with the *Code* as of the day the statement is filed.

The disclosure process is an ongoing process that continues throughout the year, even after completion of the annual confidential disclosure and public disclosure processes. Senators are required to ensure that their confidential disclosure statements are kept up-to-date throughout the year by filing material change forms with the Office of Senate Ethics Officer within 30 days after any material changes occur in their circumstances [subsection 28(6)]. These forms are included within each senator's public disclosure file, where the contents pertain to information set out in section 31 of the *Code*.

In addition, senators must file a statement of gifts or other benefits with the Senate Ethics Officer for any gifts, benefits received as a normal expression of courtesy or protocol, or that is within the customary standards of hospitality that normally accompany the senator's position, if the value of the gift or benefit (or the cumulative value of all gifts or benefits received from one source in a 12-month period) exceeds \$500.00, in accordance with paragraph 31(1)(k). The statement of gifts or other benefits is placed in the senator's public disclosure file.

It should be noted that courtesy gifts are exceptions to the general prohibition [subsection 17(1)] concerning senators receiving gifts and other benefits that could reasonably be considered to relate to a senator's position [subsection 17(2)] are exceptions to the general prohibition.

Similarly, sponsored travel that falls under subsection 18(1) must be reported in a statement which forms part of a senator's public disclosure file, if the travel costs exceed \$500.00 [paragraph 31(1)(k)].

Over the course of the year, senators must also publicly declare any private interests that may be affected by matters before the Senate, or a committee of the Senate of which they are members. These public declarations are also placed in their public disclosure files, under paragraph 31(1)(j) of the *Code*.

(iii) Inquiries

It is also the Senate Ethics Officer's responsibility to conduct inquiries in order to determine whether a senator has complied with his or her obligations under the *Code*, where there are allegations of non-compliance.

Subsection 48(2) of the *Code* provides that the Senate Ethics Officer must conduct an inquiry in either of the following circumstances: (a) where the Senate Ethics Officer determines that an inquiry is warranted after conducting a preliminary review; or (b) where the senator who was the subject of a preliminary review requests that an inquiry be conducted because the Senate Ethics Officer has made a finding that an obligation under the *Code* may have been breached but has determined that an inquiry is not warranted.

The Senate Ethics Officer must conduct a preliminary review under subsection 47(2) of the *Code* if he or she (a) has reasonable grounds to believe that a senator has not complied with his or her obligations under the *Code*; or (b) receives a request to conduct an inquiry from a senator who has reasonable grounds to believe that another senator has not complied with his or her obligations under the *Code*.

A preliminary review is conducted confidentially under subsection 47(5) of the *Code* but where the Senate Ethics Officer determines that an inquiry is not warranted, the preliminary determination letter is made public (unless the matter is not in the public domain) when the Chair of the Standing Committee on Conflict of Interest for Senators tables it in the Senate, pursuant to subsection 47(17) [see subsections 47(16) and (17)]. If the Senate Ethics Officer determines that an inquiry is warranted, the matter remains confidential until the inquiry report of the Senate Ethics Officer is tabled in the Senate [subsections 48(17), (18) and (19)].

B. Other Rules and Laws

It is important to note that the Senate Ethics Officer's jurisdiction is limited to the *Ethics and Conflict of Interest Code for Senators*. The *Code* however is not the only set of rules that governs the conduct of senators. Senators are subject to a number of other rules and laws, which are outside the purview of the Senate Ethics Officer's office.

Senators are notably subject to the *Senate Administrative Rules* and other Senate policies and directives relating to the proper allocation and use of Senate resources. These rules, policies and directives are within the jurisdiction of the Standing Senate Committee on Internal Economy, Budgets and Administration.

They are also subject to the *Parliament of Canada Act*, section 16 which prohibits senators from receiving or agreeing to receive outside compensation, whether directly or indirectly, for services rendered or to be rendered to any person, either by the senator or another person, in relation to any matter before the Senate or the House of Commons or any of their committees, or for the purpose of influencing or attempting to influence any member of either House.

In addition, sections 119, 121 and 122 of the *Criminal Code* are other examples of laws that apply to senators relating to the misuse of a public office. Section 119 deals with offences that relate to bribery. Section 121 concerns frauds on the government and is aimed in part at influence peddling. Section 122 creates offences relating to fraud and breach of trust.

C. Independence of the Senate Ethics Officer

The Senate Ethics Officer is an independent, non-partisan Officer of the Senate. This independence is essential in order to ensure public confidence and credibility in the Senate ethics and conflict of interest regime. A number of provisions of the *Parliament of Canada Act* (the Act) and the *Code* confer this status of independence and autonomy on the Senate Ethics Officer, including the provisions in the Act concerning the appointment process, the security of tenure, financial autonomy, and the management of the office of the Senate Ethics Officer.

For example, subsection 20.4(1) of the Act ensures that the Senate Ethics Officer alone has “the control and management of the office”. Subsection 20.4(7) provides that the Senate Ethics Officer is responsible for preparing the estimate of the budget for the office. This estimate is separate and apart from the estimates of the Senate as a whole. Under subsection 20.4(8), the estimate of the Senate Ethics Officer is provided to the Speaker of the Senate who, after considering it, transmits it to the President of the Treasury Board who, in turn, lays it before the House of Commons with the estimates of the Government for the fiscal year.

The independence of the Senate Ethics Officer concerning opinions and advice given to individual senators is also clear and is expressly provided for in subsection 41(2) of the *Code*. This independence also applies to any inquiries conducted under subsection 48(2) of the *Code* and any inquiry reports prepared under subsection 48(12).

These, and other provisions, ensure that the Senate Ethics Officer is able to carry out his/her functions (*e.g.* opinions, advice, and inquiries) in an impartial manner, free from any outside influence or coercion.

Provisions of the *Parliament of Canada Act* that secure the independence of the Senate Ethics Officer

- The Officer is appointed by the Governor in Council, by Commission under the Great Seal, after consultation with the leader of every party in the Senate and after approval of the appointment by resolution of the Senate. This is to ensure that the appointment has the broadest support of the Senate irrespective of political party line.
- The Officer is appointed for a term of seven years as an Officer of the Senate and may be removed from his or her office only for cause, by the Governor in Council, on address of the Senate. These provisions again confer on the Officer a status of independence and autonomy rarely recognized to Government officials and they provide an effective shield against improper or inappropriate influence.
- The Officer has the rank of a deputy head of a department of the Government of Canada and has the control and the management of the office, which he or she runs independently from the Senate and its Internal Economy Committee. The Officer hires his or her own staff.
- The Officer has the responsibility for preparing the estimate of the sums required to pay the charges and expenses of the office. This estimate is separate from the estimates of the Senate. The Speaker of the Senate, after considering the estimate, transmits it to the President of the Treasury Board who lays it before the House of Commons with the estimates of the Government for the fiscal year. The Senate reviews the Officer's proposed budget as a part of the annual review of the Main Estimates. This procedure ensures the independence of the Officer and places the responsibility for the estimate of the office on the Senate Ethics Officer. It also emphasizes the direct relationship that Parliament has established between the Officer and the Senate itself, to which the Officer ultimately reports.
- The Officer is required, within three months after the end of each fiscal year, to submit a report of his or her activities to the Speaker of the Senate, who must table the report in the Senate.

III. THE YEAR IN REVIEW: 2016-17

Overview

The Year in Numbers	
Opinions and advice	213
Statements of gifts or other benefits	0
Statements of sponsored travel	12
Declarations of private interests	5
Statements of material change	9
Preliminary reviews (completed and ongoing matters that are of public record)	5
Inquiries (completed and ongoing matters that are of public record)	3
Media questions	112

A. New Senators

Twenty six (26) senators were appointed in 2016-17, most of whom were summoned to the Senate in late 2016. This is the highest number of appointments in a single year since the establishment of this Office in 2005. The Senate Ethics Officer made it a priority to ensure that new senators were informed expeditiously of their obligations under the *Code*. New senators were briefed either individually or in a group orientation or both.

The briefings included their responsibilities under an annual disclosure process to file their private interests with the Senate Ethics Officer, to read the *Code* and sign a statement of compliance acknowledging that they have read and are in compliance with the *Code* to the best of their knowledge and belief. They were made aware that this process involves publicly releasing their statement of compliance and those private interests required to be disclosed under the *Code*.

New senators were also advised of an ongoing requirement to disclose to the Senate Ethics Officer material changes to their confidential disclosure statements, as well as any sponsored travel and gifts or benefits received as required under the *Code*.

In addition, the briefings highlighted the ethics rules introduced in June 2014, which require senators to uphold the highest standards of dignity inherent to the office of senator, refrain from acting in a way that could reflect adversely on their office or the Senate, and perform their parliamentary duties and functions with dignity, honour and integrity. It was underlined that the conduct of senators in their private lives may be subject to the *Code*.

They were also briefed on the principles and rules of conduct in the *Code*, including those related to giving precedence to their parliamentary duties and functions, not using their office improperly, as well as their duties to prevent real or apparent conflict of interests. The briefings also touched on other areas related to federal government contracts, and insider information.

An information package was provided to new senators on the *Ethics and Conflict of Interest Code for Senators*. Shortly after their appointment, new senators were also asked to file their confidential disclosure statement and statement of compliance as part of the annual disclosure process.

Appendix C at the end of this Report provides additional guidance on Frequently Asked Questions (FAQ) related to the *Code*.

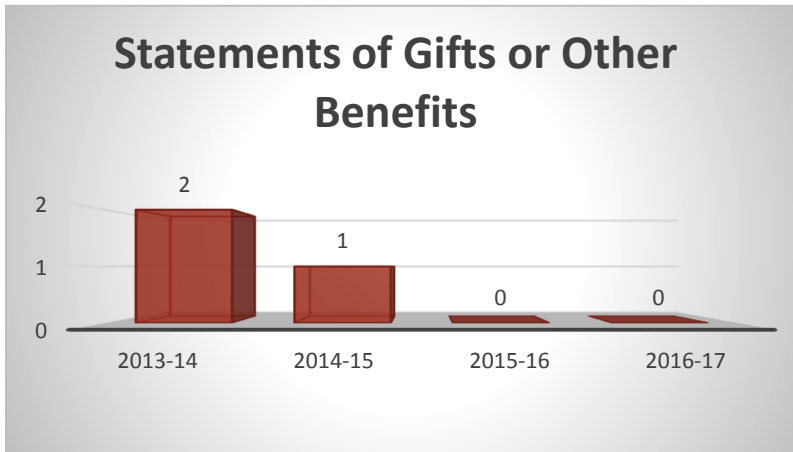
B. Annual Disclosure Process

It is worth noting that all senators have complied with their obligations to file a confidential disclosure statement and a statement of compliance this year. In fact, the disclosure process for already sitting senators (not newly summoned senators) was completed expeditiously, prior to fiscal year-end. While sitting senators have 30 days upon receipt of a request by the Senate Ethics Officer to file their confidential disclosure statements, new senators have up to 120 days after their summons to the Senate to file the same. It should also be noted that an initial assessment generally requires sustained efforts to ensure compliance with the *Code*, particularly given the complexity of some files. As of March 31, all of these have not yet been completed.

Senators also reported, as required, throughout the year to the Senate Ethics Officer any sponsored travel that they received. They also reported any declarations of private interests in the Senate or in committees when they had reasonable grounds to believe that they or their family members had a private interest that might be affected by a matter that was before the Senate or a committee of the Senate in which they were members.

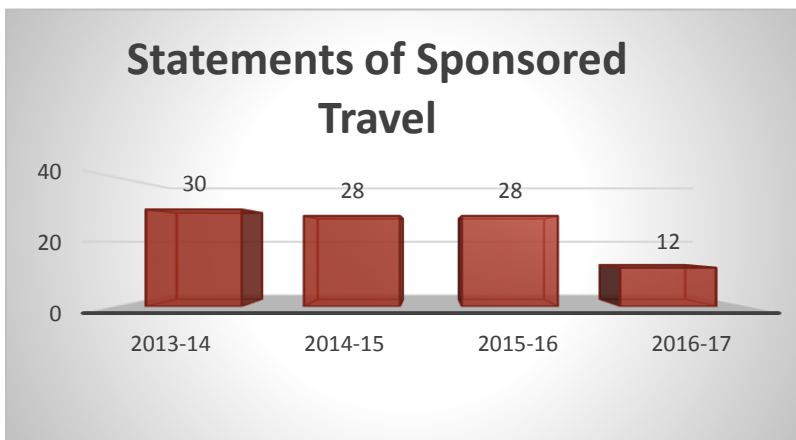
Overall, the surge of appointments to the Senate this year did not unduly affect the timeliness of the annual disclosure process.

The graphs below provide the number of filings for these ongoing obligations in a given year over the last four years.



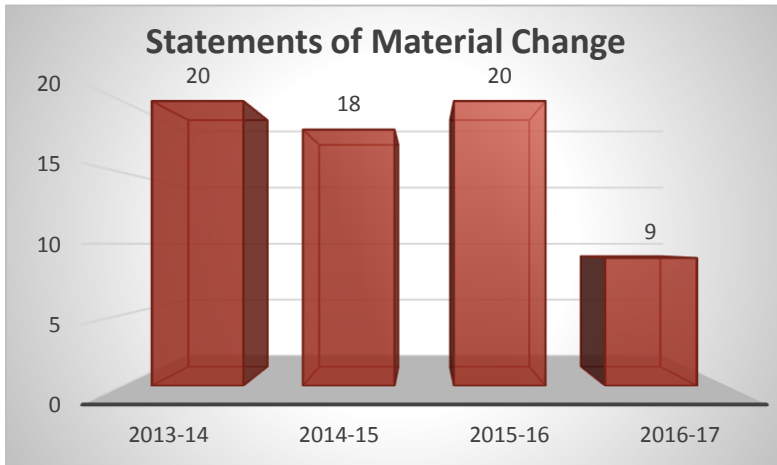
The number of statements of gifts or other benefits have remained relatively low, even declining in the last several years. In fact over the last two years, no statement of gifts or other benefits has been filed under the *Code*.

Figure 1



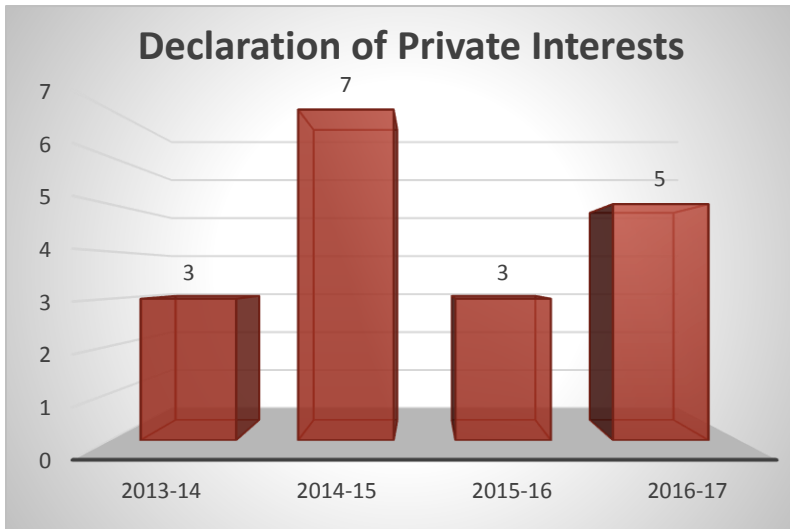
While the number of statements of sponsored travel have remained relatively stable between 2013-14 and 2015-16, the last year has seen a significant drop in such statements.

Figure 2



The number of material changes have remained consistent between 2013-14 and 2015-16, but has dropped significantly in 2016-17.

Figure 3



The number of declarations of private interests has fluctuated over several years, but remains below 8.

Figure 4

The above data provide some insights into the activities of the Senate Ethics Officer over the last four years. They also show the development of a downward trend for accepted sponsored travel and gifts or other benefits received by senators. For the last two consecutive years, senators did not file any gifts or other benefits with the Senate Ethics Officer. In addition, while the number of declaration of private interests and statements of material change has fluctuated over the last four years, it does not seem to form any apparent trend.

C. Opinions and Advice

Senators are encouraged at any time to consult the Senate Ethics Officer on any concerns or questions relating to their obligations under the *Code* in order to promote the continued compliance with the *Code*.

The Senate Ethics Officer responds to these requests as promptly as their nature and complexity permit. Some requests may require more research and consideration than others. The resulting opinions and advice are kept confidential, unless the senator who made the request decides to release them to the public or provides his/her written consent for the Senate Ethics Officer to release them.

This year, the office responded to approximately 213 requests for advice and opinions under the *Code*. The number of opinions and advice provided over the last seven years is illustrated below as a reference.

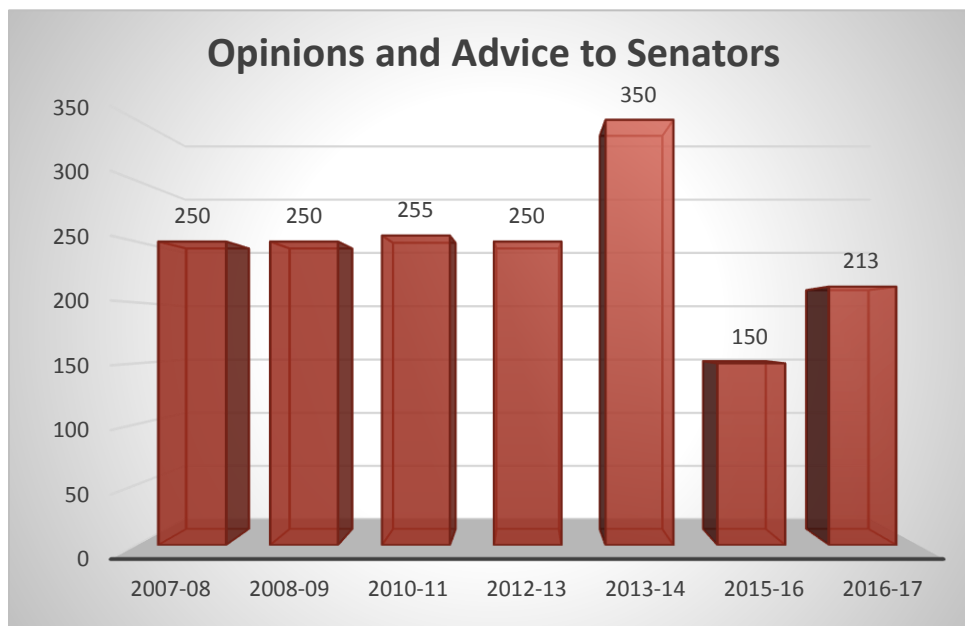


Figure 5

As shown, the Senate Ethics Officer provides, on average, approximately 250 opinions and advice a year, with some noted exceptions in the last three years. The number of opinions and advice peaked in 2013-14, at the height of the Senate expense controversy, and fell significantly the following year in 2015-16, which marked a particularly long federal election. The low number of requests for opinions and advice that year may be due in part to a decreasing number of incumbent senators or large number of vacancies in the Senate. While this year's number is slightly below average, it remains to be seen whether this will continue to be the case in the future.

D. Inquiries and Preliminary Reviews in the Public Domain

(i) Update on Inquiries as of March 31, 2017 (completed and ongoing)

The office has either completed or is continuing its work on the following three (3) inquiries:

- The first involved a request for an inquiry made by Senator Leo Housakos on June 18, 2015 in relation to an alleged two year relationship Senator Don Meredith had with a teenager. The Senate Ethics Officer publicly released her [*Inquiry Report under the Ethics and Conflict of Interest Code for Senators concerning Senator Don Meredith*](#) on March 9, 2017, which is available on the office's website. The Senate Ethics Officer concluded that no remedial measures under subsection 48(14) of the *Code* would satisfy the kind of breach that occurred in this case. The next steps in the process involve a review of the Senate Ethics Officer's report by the Standing Committee on Ethics and Conflict of Interest for Senators, followed by the tabling of the Committee's report in the Senate. The decision will rest with the Senate as to whether or not to adopt the Committee's recommendation or refer the Committee report back to the Committee for further consideration. Senator Meredith may address the Senate and has a right of final reply before a vote is held in the Senate on the Committee recommendation. This was the status of this case as of March 31, 2017.
- The second inquiry also involved a request that was made by Senator Housakos in July 2015, and concerns a workplace assessment report in relation to Senator Meredith that was commissioned by the Steering Committee of the Standing Senate Committee on Internal Economy, Budgets and Administration. This inquiry is still ongoing as of March 31, 2017.
- The third inquiry was initiated by the Senate Ethics Officer on February 3, 2016 involving Senator Meredith, based on an article published in the *Ottawa Citizen* on August 21, 2015, entitled "Senator's Partner joined delegation." This inquiry is still ongoing as of March 31, 2017.

(ii) Update on Preliminary Reviews as of March 31, 2017 (completed and ongoing)

This year, the office spent a considerable amount of time working on five preliminary reviews, three of which were initiated by other senators.

- The first of these preliminary reviews preceded the above-mentioned inquiry concerning allegations that Senator Meredith had engaged in an inappropriate sexual relationship with a teenage girl over a period of two years. On June 1, 2016, the Senate Ethics Officer informed Senator Meredith and Senator Housakos (requester for an inquiry) that she had concluded her preliminary review, and had determined that an inquiry was warranted.

- The second preliminary review involved a request for an inquiry made by Senator Claude Carignan on June 8, 2015 in relation to Senator Pierre-Hugues Boisvenu regarding the results of the Auditor General's audit of the Senate expenses published in June 2015. The [Preliminary Determination Letter Under the Ethics and Conflict of Interest Code for Senators concerning Senator Pierre-Hugues Boisvenu](#) was publicly released on March 9, 2017.
- The third preliminary review concerned a request made by Senator James Cowan on June 9, 2015 in relation to Senator Colin Kenny, also regarding the results of the Auditor General's audit report of June 2015. The [Preliminary Determination Letter Under the Ethics and Conflict of Interest Code for Senators concerning Senator Colin Kenny](#) was also publicly released on March 9, 2017.

The office is also continuing its work on two preliminary reviews, which were initiated by the Senate Ethics Officer:

- The first concerns Senator Nicole Eaton, and involves allegations that she failed to disclose certain private interests of her own and of her spouse. This matter is still ongoing as of March 31, 2017.
- The second concerns Senator Colin Kenny and involves allegations that he used his Senate staff for matters unrelated to his office operations, but rather to his personal activities. This matter is still ongoing as of March 31, 2017.

(iii) Application of Section 7.1

Adopted on June 16, 2014, section 7.1 establishes a broad obligation for senators to act with dignity and to avoid conduct that could reflect adversely on the office of senator or the Senate as a whole. This obligation encompasses all conduct of a senator, including not only his/her professional conduct, but also his/her private conduct.

Section 7.1 states:

7.1(1) A Senator's conduct shall uphold the highest standards of dignity inherent to the position of Senator.

(2) A Senator shall refrain from acting in a way that could reflect adversely on the position of Senator or the institution of the Senate.

The Senate Standing Committee on Ethics and Conflict of Interest further clarifies in its [Directive 2015-02](#) that "the rules of general conduct [of section 7.1] are applicable to all conduct of a Senator, whether *directly related to parliamentary duties and functions or not*, which would be contrary to the highest standards of dignity inherent to the position of Senator and/or would reflect adversely on the position of Senator or the institution of the Senate." (Emphasis added).

The Senate Ethics Officer tabled an inquiry report in March 2017, which concluded that a breach of section 7.1 of the *Code* had occurred for the first time. The case shed light on the scope of section 7.1:

- “Section 7.1 advises Senators that not only their professional conduct, but also their personal conduct may be subject to scrutiny when that conduct (a) undermines the standards of dignity inherent to the position of senator, such that, for example it impacts a senator’s professional reputation, integrity or trustworthiness; or (b) may have an adverse impact on the reputation of the office of senator or the Senate as an institution.”
- “[...] [T]he obligations section 7.1 places on Senators are not unusual in the context of rules relating to the regulation of professions, particularly those that engage a public trust. For example, statutes and regulations pertaining to lawyers and physicians in jurisdictions across the country prohibit conduct unbecoming a licensee. Having examined a number of these, as well as the cases interpreting and applying them, I am satisfied that they generally establish that “conduct unbecoming” is not a freestanding label to be affixed to behaviour bearing absolutely no connection to the licensee’s professional duties or the profession to which she or he belongs. Rather, a finding of conduct unbecoming will result where the conduct has some connection to the individual’s continued suitability to perform his or her professional duties or to public confidence in the profession to which she or he belongs.”

E. Outreach and External Activities

(i) Media

The office responds to information requests from senators, their staff, the media and the general public. The office answers each request as promptly as circumstances permit. The number of requests for information varies each year. The office responded to 112 questions this year from both the public and the media. It is worth noting that media requests peaked following the release of the Senate Ethics Officer’s inquiry report on Senator Don Meredith on March 9, 2017.

(ii) Website

The office’s website serves as an interface between the Senate Ethics Officer and the general public. It provides information relating to the mandate and work of the Senate Ethics Officer, as well as other documents (e.g. Annual Reports) which provide

accountability for the office. The website also includes a general contact for comments and feedback from the public.

Over the years, the office has received a fair number of visits to the website from individuals within Canada and abroad. This year, due to persistent technical difficulties well into the fall, a new tool was implemented to replace the former tool for statistical purposes. However, this new tool only covered a period between November 1, 2016 and March 31, 2017 of this fiscal year. For that period, about 89% of the website's traffic came from within Canada, while the balance from abroad was from countries, such as Russia, the United States, France, New Zealand, Nigeria and India. The number of visits to the website peaked on March 10, 2017, following the publication and media coverage of the inquiry report on Senator Meredith.

It is noteworthy that the interest that Canadians have expressed in the work of the office has perceptively increased. The office has received a growing number of correspondence from the public sharing its views and sentiments on inquiry reports and other ethics issues. The office has welcomed the opportunity to inform the public about the *Code*, the mandate of the Senate Ethics Officer, and any new developments that involve matters of public interest.

(iii) Conferences

The office participates in seminars, conferences and events in order to exchange information about ethics and conflict of interest with other experts in the field and to educate and inform about the work of the office and the rules that govern senators in this area.

In keeping with previous years, the Senate Ethics Officer addressed a group of French-speaking senior parliamentary staff from foreign legislatures and Canadian jurisdictions as part of the Parliamentary Officers' Study Program on October 20, 2016. The participants of this program visit with Canadian parliamentary officials in order to learn about the Parliament of Canada and to also share their own practices and procedures adopted and followed in their own jurisdictions. The Program involves the Senate, the House of Commons, and the Library of Parliament, and is offered in both French and English.

The Senate Ethics Officer also attended the annual conference of the Canadian Conflict of Interest Network (CCOIN). This year, the conference was held in Edmonton from September 7 to 9, 2016. CCOIN is a key organization in the area of ethics and conflict of interest related to members of legislative bodies. It is comprised of the various ethics and conflict of interest commissioners across the country at the federal, provincial and territorial levels of government – those who have jurisdiction over members of legislative bodies. It meets on an annual basis to discuss issues of common interest and to share perspectives and thoughts in this area. This important network not only provides a useful resource for sharing information and practices on an annual basis, but it is also a key

resource throughout the year for ethics and conflict of interest commissioners to seek members' views on related issues.

F. Office Changes

The office of the Senate Ethics Officer has undergone some changes over the last year. A number of consultants were hired to work on inquiries. The physical work environment was also reorganized to create additional office space for new personnel. Aging computer equipment was replaced to meet government standards and keep pace with emerging technologies. These modernization efforts have contributed to sustain a high-performing workplace, which will better position the office to meet changing needs of the Senate.

G. Budget

For the year 2016-17, the Office's total authorities were \$1,171,300. The actual expenditures were \$922,798, which represented an increase from \$766,233 of the previous fiscal year 2015-16. This increase was mainly the result of costs incurred for the new computer equipment and additional consulting services related to inquiries.

The office's financial statements for the year 2016-17 are audited by the firm Ernst and Young LLP. The financial statements will be posted on the office's website once the audit is completed.

SUMMARY OF KEY OBLIGATIONS OF SENATORS IN THE CONTEXT OF THE ETHICS AND CONFLICT OF INTEREST CODE FOR SENATORS

- Senators are required to give **precedence to their parliamentary duties and functions** over any other duty or activity (subsection 2(1)).
- Senators are expected to arrange their private affairs so that **foreseeable real or apparent conflicts of interest may be prevented from arising**, and if such a conflict does arise, to resolve it in a way that protects the public interest (paragraph 2(2)(c)).
- Senators are required to **uphold the highest standards of dignity** inherent to the position of senator (subsection 7.1(1)).
- Senators must refrain from acting in a way that could **reflect adversely on the position of senator or the institution of the Senate** (subsection 7.1(2)).
- Senators must **perform** their parliamentary duties and functions **with dignity, honour and integrity** (section 7.2).
- Senators may not act in any way to further their **private interests**, or those of their family members, or to improperly further another person's or entity's private interests when performing parliamentary duties and functions (section 8).
- Senators may not use their position to **influence** a decision of another person in order to further their own private interests, or those of their family members, or to improperly further another person's or entity's private interests (section 9).
- Senators may not use **information that is generally not available to the public** to further their own private interests, or those of their family members, or to improperly further another person's or entity's private interests (section 10).
- Senators are required to make a **declaration**, orally or in writing, when they have reasonable grounds to believe that they or their family members have a private interest that might be affected by a matter that is before the Senate or a committee of the Senate in which they are members (subsection 12(1)). They may not participate in debate on that matter, nor are they permitted to vote, though they may abstain (subsections 13(1) and (2) and section 14). In the case of committees, senators must also withdraw from the proceedings (subsection 13(2)). With respect to senators who are only participating in committee proceedings, but are not formal members, they too must refrain from participating in debate on any matter in which they have reasonable grounds to believe they have a private interest and they too must withdraw from the proceedings in question (subsection 13(3)).

- Senators may not accept, nor may a family member accept, **any gift or other benefit** that could reasonably be considered to relate to their position, except as permitted under the *Code*. Gifts, benefits and sponsored travel that are acceptable under the *Code* must be declared to the Senate Ethics Officer if they exceed \$500 in value (sections 17 and 18) and these must be publicly declared pursuant to paragraph 31(1)(k).
- Senators may not be parties to, or have interests in corporations or partnerships that are parties to, **contracts with the Government of Canada** under which they receive a benefit, unless specifically authorized by the Senate Ethics Officer (sections 20-26).
- Senators must file a **confidential disclosure statement** with the Senate Ethics Officer on an annual basis disclosing their private interests, and those interests that are required to be publicly disclosed under the *Code* are then made public *via* the office website and also in paper format at the office of the Senate Ethics Officer (sections 27-34).
- Senators must file a **statement of compliance**, annually, confirming that they have read the *Code* within the last 30 days and that, to the best of their knowledge and belief, they are in compliance with the *Code* as of the day the statement is filed (subsection 45(1)).
- Senators must report to the Senate Ethics Officer any **material change** to the information in their confidential disclosure statements, within the prescribed time (subsection 28(6)).
- Senators must **cooperate** with the Senate Ethics Officer with respect to **any preliminary review and any inquiry** (subsections 47(6) and 48(7)).

APPENDICES

APPENDIX A

Relevant Excerpts from the *Parliament of Canada Act*

**Relevant Excerpts from the Parliament of Canada Act, R.S.C.
1985, c. P-1, as am. by S.C. 2004, c.7; S.C. 2006, c. 9, sections
20.1 to 20.7**

SENATE ETHICS OFFICER

- Appointment** **20.1** The Governor in Council shall, by commission under the Great Seal, appoint a Senate Ethics Officer after consultation with the leader of every recognized party in the Senate and after approval of the appointment by resolution of the Senate.
- Tenure** **20.2** (1) The Senate Ethics Officer holds office during good behaviour for a term of seven years and may be removed for cause by the Governor in Council on address of the Senate. He or she may be reappointed for one or more terms of up to seven years each.
- Interim appointment** (2) In the event of the absence or incapacity of the Senate Ethics Officer, or if that office is vacant, the Governor in Council may appoint any qualified person to hold that office in the interim for a term not exceeding six months, and that person shall, while holding office, be paid the salary or other remuneration and expenses that may be fixed by the Governor in Council.
- Remuneration** **20.3** (1) The Senate Ethics Officer shall be paid the remuneration set by the Governor in Council.
- Expenses** (2) The Senate Ethics Officer is entitled to be paid reasonable travel and living expenses incurred in the performance of his or her duties or functions while absent from his or her ordinary place of residence, in the case of a part-time appointment, and ordinary place of work, in the case of a full-time appointment.
- Functions - part-time** (3) In the case of a part-time appointment, the Senate Ethics Officer may not accept or hold any office or employment - or carry on any activity - inconsistent with his or her duties and functions under this Act.
- Functions - full-time** (4) In the case of a full-time appointment, the Senate Ethics Officer shall engage exclusively in the duties and functions of the Senate Ethics Officer and may not hold any other office under Her Majesty or engage in any other employment for reward.

Deputy head	20.4 (1) The Senate Ethics Officer has the rank of a deputy head of a department of the Government of Canada and has the control and management of the office of the Senate Ethics Officer.
Powers to contract	(2) The Senate Ethics Officer may, in carrying out the work of the office of the Senate Ethics Officer, enter into contracts, memoranda of understanding or other arrangements.
Staff	(3) The Senate Ethics Officer may employ any officers and employees and may engage the services of any agents, advisers and consultants that the Senate Ethics Officer considers necessary for the proper conduct of the work of the office of the Senate Ethics Officer.
Authorization	(4) The Senate Ethics Officer may, subject to the conditions he or she sets, authorize any person to exercise any powers under subsection (2) or (3) on behalf of the Senate Ethics Officer that he or she may determine.
Salaries	(5) The salaries of the officers and employees of the office of the Senate Ethics Officer shall be fixed according to the scale provided by law.
Payment	(6) The salaries of the officers and employees of the office of the Senate Ethics Officer, and any casual expenses connected with the office, shall be paid out of moneys provided by Parliament for that purpose.
Estimates to be prepared	(7) Prior to each fiscal year, the Senate Ethics Officer shall cause to be prepared an estimate of the sums that will be required to pay the charges and expenses of the office of the Senate Ethics Officer during the fiscal year.
Inclusion in Government estimates	(8) The estimate referred to in subsection (7) shall be considered by the Speaker of the Senate and then transmitted to the President of the Treasury Board, who shall lay it before the House of Commons with the estimates of the government for the fiscal year.
Duties and functions	20.5 (1) The Senate Ethics Officer shall perform the duties and functions assigned by the Senate for governing the conduct of members of the Senate when carrying out the duties and functions of their office as members of the Senate.
Privileges and immunities	(2) The duties and functions of the Senate Ethics Officer are carried out within the institution of the Senate. The Senate Ethics Officer enjoys the privileges and immunities of the Senate and its members when carrying out those duties and functions.

General direction of committee	(3) The Senate Ethics Officer shall carry out those duties and functions under the general direction of any committee of the Senate that may be designated or established by the Senate for that purpose.
<i>Conflict of Interest Act</i>	(4) For greater certainty, the administration of the <i>Conflict of Interest Act</i> in respect of public office holders who are ministers of the Crown, ministers of state or parliamentary secretaries is not part of the duties and functions of the Senate Ethics Officer or the committee.
Clarification - powers, etc., of the Senate	(5) For greater certainty, this section shall not be interpreted as limiting in any way the powers, privileges, rights and immunities of the Senate or its members.
No summons	20.6 (1) The Senate Ethics Officer, or any person acting on behalf or under the direction of the Senate Ethics Officer, is not a competent or compellable witness in respect of any matter coming to his or her knowledge as a result of exercising any powers or performing any duties or functions of the Senate Ethics Officer under this Act.
Protection	(2) No criminal or civil proceedings lie against the Senate Ethics Officer, or any person acting on behalf or under the direction of the Senate Ethics Officer, for anything done, reported or said in good faith in the exercise or purported exercise of any power, or the performance or purported performance of any duty or function, of the Senate Ethics Officer under this Act.
Clarification	(3) The protection provided under subsections (1) and (2) does not limit any powers, privileges, rights and immunities that the Senate Ethics Officer may otherwise enjoy.
Annual report	20.7 (1) The Senate Ethics Officer shall, within three months after the end of each fiscal year, submit a report on his or her activities under section 20.5 for that year to the Speaker of the Senate, who shall table the report in the Senate.
Confidentiality	(2) The Senate Ethics Officer may not include in the annual report any information that he or she is required to keep confidential.

APPENDIX B

Ethics and Conflict of Interest Code for Senators

ETHICS AND CONFLICT OF INTEREST CODE FOR SENATORS

PURPOSES

Purposes

1. The purposes of this Code are to
 - (a) maintain and enhance public confidence and trust in the integrity of Senators and the Senate;
 - (b) provide for greater certainty and guidance for Senators when dealing with issues that may present foreseeable real or apparent conflicts of interest; and
 - (c) establish clear standards and a transparent system by which questions relating to proper conduct may be addressed by an independent, non-partisan adviser.

PRINCIPLES

Precedence to parliamentary duties and functions

2. (1) Senators shall give precedence to their parliamentary duties and functions over any other duty or activity, consistent with their summons to the Senate, which commands them to lay aside all difficulties and excuses to perform their parliamentary duties and functions.

Principles

- (2) Given that service in Parliament is a public trust, the Senate recognizes and declares that Senators are expected
 - (a) to remain members of their communities and regions and to continue their activities in those communities and regions while serving the public interest and those they represent to the best of their abilities;
 - (b) to fulfil their public duties while upholding the highest standards so as to avoid conflicts of interest and maintain and enhance public confidence and trust in the integrity of each Senator and in the Senate; and
 - (c) to arrange their private affairs so that foreseeable real or apparent conflicts of interest may be prevented from arising, but if such a conflict does arise, to resolve it in a way that protects the public interest.

Privacy

- (3) The Senate further declares that this Code shall be interpreted and administered so that Senators and their families shall be afforded a reasonable expectation of privacy.

INTERPRETATION

Definitions

3. (1) The following definitions apply in this Code.

“Committee”

« *Comité* »

“Committee” means the Committee designated or established under section 35.

“common-law partner”

« *conjoint de fait* »

“common-law partner” means a person who is cohabiting with a Senator in a conjugal relationship, having so cohabited for at least one year.

“Intersessional Authority”
« *autorité intersessionnelle* »

“Intersessional Authority on Ethics and Conflict of Interest for Senators” means the committee established by section 38.

“parliamentary duties and functions”
« *fonctions parlementaires* »

“parliamentary duties and functions” means duties and activities related to the position of Senator, wherever performed, and includes public and official business and partisan matters.

“Senate Ethics Officer”
« *conseiller sénatorial en éthique* »

“Senate Ethics Officer” means the Senate Ethics Officer appointed under section 20.1 of the *Parliament of Canada Act*.

“spouse”
« *époux* »

“spouse” means a person to whom a Senator is married but does not include a person from whom the Senator is separated where all support obligations and family property have been dealt with by a separation agreement or by a court order.

Family members

(2) The following are the family members of a Senator for the purposes of this Code:

(a) a Senator’s spouse or common-law partner; and

(b) a child of a Senator, a child of a Senator’s spouse or common-law partner, or a person whom a Senator treats as a child of the family, who

(i) has not reached the age of 18 years, or

(ii) has reached that age but is primarily dependent on a Senator or a Senator’s spouse or common-law partner for financial support.

For greater certainty

(3) For greater certainty, a Senator who is on leave of absence, suspended or absent due to illness is required to comply with all requirements and obligations under the Code.

ACTIVITIES AND JURISDICTION PRESERVED

Assisting the public

4. Senators are encouraged to continue to assist members of the public as long as their actions are consistent with their obligations under this Code.

Carrying on activities

5. Senators who are not ministers of the Crown may participate in any outside activities, including the following, as long as they are able to comply with the principles of the Code and fulfil their obligations under it:

(a) engaging in employment or in the practice of a profession;

(b) carrying on a business;

(c) being a director or officer in a corporation, association, trade union or not-for-profit organization; and

(d) being a partner in a partnership.

Existing committee jurisdiction

6. Nothing in this Code affects the jurisdiction of the Standing Senate Committee on Internal Economy,

Budgets and Administration.

Role of the Speaker

7. Procedural matters referred to in this Code that are expressly provided for in the *Rules of the Senate* are under the jurisdiction and authority of the Speaker rather than the Senate Ethics Officer.

RULES OF CONDUCT

General conduct

7.1 (1) A Senator's conduct shall uphold the highest standards of dignity inherent to the position of Senator.
Idem

(2) A Senator shall refrain from acting in a way that could reflect adversely on the position of Senator or the institution of the Senate.

Conduct: parliamentary duties and functions

7.2 A Senator shall perform his or her parliamentary duties and functions with dignity, honour and integrity.

Furthering private interests

8. When performing parliamentary duties and functions, a Senator shall not act or attempt to act in any way to further his or her private interests or those of a family member, or to improperly further another person's or entity's private interests.

Use of influence

9. A Senator shall not use or attempt to use his or her position as a Senator to influence a decision of another person so as to further the Senator's private interests or those of a family member, or to improperly further another person's or entity's private interests.

Use of information

10. (1) If, as a result of his or her position, a Senator obtains information that is not generally available to the public, the Senator shall not use or attempt to use the information to further the Senator's private interests or those of a family member, or to improperly further another person's or entity's private interests.

Conveying information

(2) A Senator shall not convey or attempt to convey information referred to in subsection (1) to another person if the Senator knows, or reasonably ought to know, that the information may be used to further the Senator's private interests, or those of a family member, or to improperly further another person's or entity's private interests.

Clarification: furthering private interests

11. (1) In sections 8 to 10, furthering private interests of a person or entity, including the Senator's own private interests, means actions taken by a Senator for the purpose of achieving, directly or indirectly, any of the following:

- (a) an increase in, or the preservation of, the value of the person's or entity's assets;
- (b) the elimination or a reduction in the amount of the person's or entity's liabilities;
- (c) the acquisition of a financial interest by the person or entity;
- (d) an increase in the person's or entity's income from a contract, a business or a profession;
- (e) an increase in the person's income from employment;
- (f) the person becoming a director or officer in a corporation, association, trade union or not-for-profit organization; or
- (g) the person becoming a partner in a partnership.

Clarification: not furthering private interests

(2) A Senator is not considered to further his or her own private interests or the private interests of another person or entity if the matter in question

(a) is of general application;

(b) affects the Senator or the other person or entity as one of a broad class of the public; or

(c) concerns the remuneration or benefits of the Senator as provided under an Act of Parliament or a resolution of the Senate or of a Senate committee.

Declaration of a private interest: Senate or committee

12. (1) If a Senator has reasonable grounds to believe that he or she, or a family member, has a private interest that might be affected by a matter that is before the Senate or a committee of which the Senator is a member, the Senator shall make a declaration regarding the general nature of the private interest. The declaration can be made orally on the record or in writing to the Clerk of the Senate or the clerk of the committee, as the case may be, but shall be made no later than the first occasion at which the Senator is present during consideration of the matter. The Speaker of the Senate shall cause the declaration to be recorded in the *Journals of the Senate* and the Chair of the committee shall, subject to subsection (4), cause the declaration to be recorded in the Minutes of Proceedings of the committee.

Subsequent declaration

(2) If a Senator becomes aware at a later date of a private interest that should have been declared under subsection (1), the Senator shall make the required declaration forthwith.

Declaration recorded

(3) The Clerk of the Senate or the clerk of the committee, as the case may be, shall send the declaration to the Senate Ethics Officer who, subject to subsection (4) and paragraph 31(1)(j), shall file it with the Senator's public disclosure summary.

Where declaration *in camera*

(4) In any case in which the declaration was made during an *in camera* meeting, the Chair of the committee and Senate Ethics Officer shall obtain the consent of the subcommittee on agenda and procedure of the committee concerned before causing the declaration to be recorded in the Minutes of Proceedings of the committee or filing it with the Senator's public disclosure summary, as the case may be.

Further declaration

(5) A declaration made *in camera* that, in compliance with subsection (4), has been neither recorded nor filed with the Senator's public disclosure summary is only valid in respect of the proceeding during which the declaration was made or the matter that the declaration concerned was discussed, and the Senator shall make a further declaration at the first possible opportunity.

Declaration of a private interest: Senate or committee

(6) In any circumstances other than those in subsection (1) that involve the Senator's parliamentary duties and functions, a Senator who has reasonable grounds to believe that he or she, or a family member, has a private interest that might be affected shall make an oral declaration regarding the general nature of the private interest at the first opportunity.

Declaration of retraction

(7) A Senator may, by declaration made under this section, retract a previous declaration, in which case the Senator may participate in debate or other deliberations and vote on the matter in respect of which the previous declaration was made.

Debate in the Senate

13. (1) A Senator who has made a declaration under section 12 regarding a matter that is before the Senate may not participate in debate or any other deliberations in the Senate with respect to that matter.

Debate in committee where Senator is member

(2) A Senator who has made a declaration under section 12 regarding a matter that is before a committee of the Senate of which the Senator is a member may not participate in debate or any other deliberations in the committee on the matter, and must withdraw from the committee for the duration of those proceedings, but the Senator need not resign from the committee.

Debate in committee where Senator is not member

(3) A Senator who has reasonable grounds to believe that he or she, or a family member, has a private interest that might be affected by a matter that is before a committee of the Senate of which the Senator is not a member may not participate in debate or any other deliberations in the committee on the matter, and must withdraw from the committee for the duration of those proceedings.

Debate where Senator has not yet declared

(4) A Senator who is required by section 12 to make a declaration but has not yet done so may not participate in debate or any other deliberations on the matter and, in the case of committee proceedings, the Senator must withdraw from the committee for the duration of those proceedings.

Prohibition on voting

14. A Senator who has made a declaration under section 12, or a Senator who is required to make such a declaration but has not yet done so, may not vote on the matter but may abstain.

Procedure

15. If a Senator reasonably believes that another Senator has failed to make a declaration of a private interest as required by section 12 or has failed to comply with section 13 or 14, the matter may be raised with the Senate Ethics Officer.

Clarification: having a private interest

16. For the purpose of sections 12 to 14, “private interest” means those interests that can be furthered in subsection 11(1), but does not include the matters listed in subsection 11(2).

Prohibition: gifts and other benefits

17. (1) Neither a Senator, nor a family member, shall accept, directly or indirectly, any gift or other benefit, except compensation authorized by law, that could reasonably be considered to relate to the Senator’s position.

Exception

(2) A Senator, and a family member, may, however, accept gifts or other benefits received as a normal expression of courtesy or protocol, or within the customary standards of hospitality that normally accompany the Senator’s position.

Statement: gift or other benefit

(3) If a gift or other benefit that is accepted under subsection (2) by a Senator or his or her family member exceeds \$500 in value, or if the total value of all such gifts or benefits received from one source in a 12-month period exceeds \$500, the Senator shall, within 30 days after the gift or benefit is received or after that total value is exceeded, as the case may be, file with the Senate Ethics Officer a statement disclosing the nature and value of the gifts or other benefits, their source and the circumstances under which they were given.

Statement: sponsored travel

18. (1) Notwithstanding subsection 17(1), a Senator may accept, for the Senator and guests of the Senator, sponsored travel that arises from or relates to the Senator’s position. If the travel costs of a Senator or any guest exceed \$500 and are not paid personally by the Senator or the guest, and the travel is 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, the Senator shall, within 30 days after the end of the trip, file a statement with the Senate Ethics Officer.

Contents of statement

(2) The statement shall disclose the name of the person or organization paying for the trip, the destination or destinations, the purpose and length of the trip, whether or not any guest was also sponsored, and the general nature of the benefits received.

Duplication

(3) Any disclosure made in relation to sponsored travel does not need to be disclosed as a gift or other benefit.

Consent of Senate

19. Gifts, other benefits and sponsored travel accepted in compliance with the requirements of sections 17 and 18 are deemed to have received the consent of the Senate thereto for all purposes.

Government contracts

20. A Senator shall not knowingly be a party, directly or through a subcontract, to a contract or other business arrangement with the Government of Canada or any federal agency or body under which the Senator receives a benefit unless the Senate Ethics Officer provides a written opinion that

(a) due to special circumstances the contract or other business arrangement is in the public interest; or

(b) the contract or other business arrangement is unlikely to affect the Senator's obligations under this Code.

Public corporations

21. (1) A Senator may own securities in a public corporation that contracts with the Government of Canada or any federal agency or body unless the holdings are so significant that the Senate Ethics Officer provides a written opinion that they are likely to affect the Senator's obligations under this Code.

Public interest

(2) A contract between a public corporation and the Government of Canada or any federal agency or body that, in the Senate Ethics Officer's opinion, is in the public interest due to special circumstances, shall not preclude a Senator from holding securities in that public corporation.

Government programs

(3) For the purpose of subsection (1), a public corporation shall not be considered to contract with the Government of Canada or any federal agency or body merely because the corporation participates in a government program that meets the criteria described in section 23.

Trust

(4) If the Senate Ethics Officer is of the opinion that the Senator's obligations under this Code are likely to be affected under the circumstances of subsection (1), the Senator may comply with the Code by placing the securities in a trust under such terms as the Senate Ethics Officer considers appropriate.

Partnerships and private corporations

22. A Senator shall not have an interest in a partnership or in a private corporation that is a party, directly or through a subcontract, to a contract or other business arrangement with the Government of Canada or any federal agency or body under which the partnership or corporation receives a benefit unless the Senate Ethics Officer provides a written opinion that

(a) due to special circumstances the contract or other business arrangement is in the public interest; or

(b) the contract or other business arrangement is unlikely to affect the Senator's obligations under this Code.

Clarification: government programs

23. For the purposes of sections 20 and 22, it is not prohibited to participate in a program operated or funded, in whole or in part, by the Government of Canada or any federal agency or body under which

- a Senator, or a partnership or private corporation in which a Senator has an interest, receives a benefit if
- (a) the eligibility requirements of the program are met;
 - (b) the program is of general application or is available to a broad class of the public;
 - (c) there is no preferential treatment with respect to the application; and
 - (d) no special benefits are received that are not available to other participants in the program.

Trust

24. Section 22 does not apply if the Senator has entrusted his or her interest in a partnership or private corporation to one or more trustees on all of the following terms:

- (a) the provisions of the trust have been approved by the Senate Ethics Officer;
- (b) the trustees are at arm's length from the Senator and have been approved by the Senate Ethics Officer;
- (c) except as provided in paragraph (d), the trustees may not consult with the Senator with respect to managing the trust, but they may consult with the Senate Ethics Officer;
- (d) the trustees may consult with the Senator, with the approval of the Senate Ethics Officer and in his or her presence, if an extraordinary event is likely to materially affect the trust property;
- (e) in the case of an interest in a corporation, the Senator resigns any position of director or officer in the corporation;
- (f) the trustees provide the Senate Ethics Officer annually with a written report setting out the nature of the trust property, the value of that property, the trust's net income for the preceding year and the trustees' fees, if any; and
- (g) the trustees give the Senator sufficient information to permit the Senator to submit returns as required by the *Income Tax Act* and give the same information to the appropriate taxation authorities.

Pre-existing contracts

25. The rules in sections 20, 21 and 22 do not apply to a contract or other business arrangement that existed before a Senator's appointment to the Senate, but they do apply to its renewal or extension.

Interest acquired by inheritance

26. The rules in sections 20, 21 and 22 do not apply to an interest acquired by inheritance until the first anniversary date of the transfer of legal and beneficial ownership. In special circumstances, the Senate Ethics Officer may extend this time period.

DUTY TO DISCLOSE

Confidential disclosure statement: sitting Senators

27. (1) Every Senator shall file annually, on or before the date applicable to the Senator as established by the Senate Ethics Officer under subsection (2), a confidential statement disclosing the information required by section 28.

Filing date

(2) The date or dates on or before which the annual confidential disclosure statements are required to be filed shall be established by the Senate Ethics Officer following approval by the Committee.

Confidential disclosure statement: new Senators

(3) Within 120 days after being summoned to the Senate, a Senator shall file a confidential statement disclosing the information required by section 28.

Submission to Committee

(4) Thirty days after the date established under subsection (2), the Senate Ethics Officer shall submit to the Committee the name of any Senator who has not complied with his or her duty to file a confidential disclosure statement.

Errors or omissions

(5) If, at any time after the date established under subsection (2), the Senate Ethics Officer has reason to believe that a Senator's confidential disclosure statement contains an error or omission, the Senate Ethics Officer shall notify the Senator concerned and request that the Senator provide the relevant information.

Response within 30 days

(6) Upon receipt of a request under subsection (5), the Senator shall provide the information within 30 days.

Family members

(7) In addition to any information required to be disclosed under subsection 28(1), a Senator may file with the Senate Ethics Officer a confidential disclosure statement relating to one or more of the Senator's family members so that the Senator may discuss their interests in relation to the Senator's obligations under this Code and receive advice in that regard.

Confidentiality

(8) The Senate Ethics Officer and all officers, employees, agents, advisers and consultants that may be employed or engaged by the Senate Ethics Officer shall keep all disclosure statements confidential.

Initial meeting with Senate Ethics Officer

(9) Senators, and in particular newly summoned Senators, who may have questions regarding their confidential disclosure duties should make every effort to meet with the Senate Ethics Officer before submitting their confidential disclosure statement.

Contents of confidential disclosure statement

28. (1) Subject to subsection (4), regarding excluded matters, and any guidelines published by the Senate Ethics Officer under section 43, the confidential disclosure statement shall list:

- (a) any employment, profession or business in which the Senator or the Senator's spouse or common-law partner participates, including a description of the activities of the Senator, spouse or common-law partner;
- (b) any corporations, income trusts and trade unions in which the Senator or the Senator's spouse or common-law partner is a director or officer, and any partnerships in which the Senator or the Senator's spouse or common-law partner is a partner, including a description of the activities of each entity;
- (c) any associations and not-for-profit organizations in which the Senator or the Senator's spouse or common-law partner is a director, officer, or patron, including memberships on advisory boards and any honorary positions;
- (d) the nature but not the amount of any source of income over \$2,000 that the Senator or the Senator's spouse or common-law partner has received in the preceding 12 months and is likely to receive during the next 12 months; for this purpose,
 - (i) a source of income from employment is the employer,
 - (ii) a source of income from a contract is a party with whom the contract is made,
 - (iii) a source of income arising from a business or profession is that business or profession, and
 - (iv) a source of income arising from an investment is that investment;
- (e) the source, nature and value of any contracts or other business arrangements with the Government of Canada or a federal agency or body that the Senator has directly, or through a subcontract;
- (f) 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 the Senator has by virtue of a partnership or a significant interest in a private corporation that the Senator is able to ascertain by making reasonable inquiries;
- (g) the source, nature and value of any contracts or other business arrangements with the Government of Canada or a federal agency or body that a member of the Senator's family has, directly or through a subcontract, or by virtue of a partnership or a significant interest in a private corporation;

- (h) information regarding the nature but not the value of any assets and liabilities of the Senator or the Senator's spouse or common-law partner over \$10,000;
- (i) any trust from which the Senator could, currently or in the future, either directly or indirectly, derive an income or other benefit; and
- (j) any additional information that the Senator believes to be relevant to this Code.

Limitation

(2) For the purposes of subsection (1), a Senator is only required to disclose such information concerning the affairs of a spouse or common-law partner or other family member as the Senator is able to ascertain by making reasonable inquiries or of which the Senator has knowledge.

Standard of disclosure

(3) Where a Senator is required under this section or subsection 31(1) to disclose such information as the Senator is able to ascertain by making reasonable inquiries, the Senator's disclosure shall be to the best of the Senator's knowledge, information and belief.

Excluded matters

(4) For the purpose of subsection (1), it is not required to disclose properties used by the Senator or family members as residences; mortgages or hypothecs on such residences; household goods; personal effects; cash on hand or on deposit with a financial institution; guaranteed investment certificates; financial instruments issued by any Canadian government or agency; and obligations incurred for living expenses that will be discharged in the ordinary course of the Senator's affairs.

Additional excluded matters

(5) The Senate Ethics Officer may, with the approval of the Committee, establish additional matters not required to be disclosed on the basis that they present no potential to interfere with the obligations of a Senator under this Code.

Material change

(6) A Senator shall report in writing any material change to the information relating to the confidential disclosure statement to the Senate Ethics Officer within 30 days after the change.

Meeting with Senate Ethics Officer

29. (1) After reviewing a Senator's confidential disclosure statement, the Senate Ethics Officer may request to meet with the Senator to discuss the statement and the Senator's obligations under this Code.

Necessary meeting

(2) If, pursuant to a request made under subsection (1), the Senate Ethics Officer advises the Senator that the meeting is necessary in order for the Senate Ethics Officer to carry out his or her duties and functions under the Code, the Senator shall meet with the Senate Ethics Officer.

Public disclosure summary

30. (1) The Senate Ethics Officer shall prepare a public disclosure summary based on each Senator's confidential disclosure statement and submit it to the Senator for review.

Review

(2) The Senator shall, within 30 days of receipt of the public disclosure summary, review and return it to the Senate Ethics Officer with either his or her signed approval or proposed changes.

Contents of public disclosure summary

31. (1) The public disclosure summary shall list

- (a) any employment, profession and business in which the Senator participates, including a description of the activities of the Senator;
- (b) any corporations, income trusts and trade unions in which the Senator is a director or officer and any

- partnerships in which the Senator is a partner, including a description of the activities of each entity;
- (c) any associations and not-for-profit organizations in which the Senator is a director, officer or patron, including memberships on advisory boards and any honorary positions;
- (d) the source and nature but not the amount of any income over \$2,000 that the Senator has received in the preceding 12 months and is likely to receive in the next 12 months;
- (e) the source and nature but not the value of any contracts or other business arrangements with the Government of Canada or a federal agency or body that the Senator has, directly or through a subcontract, including the Senate Ethics Officer's written opinion authorizing them;
- (f) the source and nature but not the value of any contracts, subcontracts or other business arrangements with the Government of Canada or a federal agency or body that the Senator has by virtue of a partnership or a significant interest in a private corporation that the Senator is able to ascertain by making reasonable inquiries, including the Senate Ethics Officer's written opinion authorizing them;
- (g) the source and nature but not the value of any contracts or other business arrangements with the Government of Canada or a federal agency or body that a member of the Senator's family has, directly or through a subcontract, or by virtue of a partnership or a significant interest in a private corporation, that the Senator is able to ascertain by making reasonable inquiries;
- (h) information regarding the nature but not the value of any assets and liabilities of the Senator over \$10,000;
- (i) any trust from which the Senator could, currently or in the future, either directly or indirectly, derive an income or other benefit;
- (j) any declarations of a private interest under section 12, unless the Senator has since retracted the declaration;
- (k) any statements filed under sections 17 and 18 in relation to gifts and sponsored travel; and
- (l) any statements of material change that pertain to the contents of this summary.

Discretion

- (2) The Senate Ethics Officer need not include in the public disclosure summary information that he or she determines should not be disclosed because
- (a) the information is not relevant to the purposes of this Code or is inconsequential, or
- (b) a departure from the general principle of public disclosure is justified in the circumstances.

Disagreement

32. In cases of disagreement between a Senator and the Senate Ethics Officer regarding the contents of the public disclosure summary, the Senate Ethics Officer shall refer the disputed matter to the Committee for decision.

Public inspection

33. (1) Each public disclosure summary is to be placed on file at the office of the Senate Ethics Officer and made available for public inspection.

Removal of file from registry

(2) A public disclosure file shall be removed from the public registry at the time that the Senator concerned ceases to be a Senator.

Online access

(3) Every public disclosure summary available for public inspection under this section shall also be made available online on the website of the Senate Ethics Officer.

Evasion

34. A Senator shall not take any action that has as its purpose the evasion of the Senator's obligations under this Code.

COMMITTEE

Designation or establishment

35. (1) At the beginning of each session, a Committee of the Senate shall be designated or established for the purposes of this Code.

Membership

(2) The Committee shall be composed of five members, three of whom shall constitute a quorum.

No *ex officio* members

(3) The Committee shall have no *ex officio* members.

Election of members

(4) Two of the Committee members shall be elected by secret ballot in the caucus of Government Senators at the opening of the session; two of the Committee members shall be elected by secret ballot in the caucus of Opposition Senators at the opening of the session; the fifth member shall be elected by the majority of the other four members after the election of the last of the other four members.

Presentation and adoption of motion

(5) The Leader of the Government in the Senate, seconded by the Leader of the Opposition in the Senate, shall present a motion on the full membership of the Committee to the Senate, which motion shall be deemed adopted without any debate or vote.

Chair

(6) The Chair of the Committee shall be elected by four or more members.

Removal

(7) A member is deemed removed from the Committee as of the time that

(a) the Senate Ethics Officer informs the Committee that a request for an inquiry made by the Senator is warranted; or

(b) the Senator becomes the subject of an inquiry under the Code.

Substitutions

(8) When a vacancy occurs in the membership of the Committee, the replacement member shall be elected by the same method as the former member being replaced.

Meetings *in camera*

36. (1) Subject to subsection (2), meetings of the Committee shall be held *in camera*.

Meetings in public

(2) Where an inquiry report from the Senate Ethics Officer is being considered, the Committee may hold meetings in public at the request of the Senator who is the subject of the inquiry report.

Attendance

(3) Subject to subsection (4), the Committee may limit attendance at its meetings.

Affected Senator

(4) The Committee shall give to a Senator who is the subject of an inquiry report from the Senate Ethics Officer notice of all meetings at which the report is being considered, and shall admit the Senator to those meetings, but the Committee may exclude that Senator from those meetings or portions of meetings at which the Committee is considering a draft agenda or a draft report.

Withdrawal

(5) A member of the Committee who is the subject of a matter being considered by the Committee

relating to that specific Senator shall withdraw from the Committee during its deliberations.

Jurisdiction

37. (1) Subject to subsection 41(2) and to the general jurisdiction of the Senate, the Committee is responsible for all matters relating to this Code, including all forms involving Senators that are used in its administration.

General directives

(2) The Committee may, after consultation with the Senate Ethics Officer, give general directives to the Senate Ethics Officer concerning the interpretation, application and administration of the Code, but not concerning its interpretation and application as it relates to an individual Senator's particular circumstances.

INTERSESSIONAL AUTHORITY

Intersessional Authority created

38. During a period of prorogation or dissolution of Parliament and until the members of a successor Committee are appointed by the Senate, there shall be a committee known as the Intersessional Authority on Ethics and Conflict of Interest for Senators.

Composition

39. The Intersessional Authority on Ethics and Conflict of Interest for Senators shall be composed of the members of the Committee.

General authority

40. (1) The Senate Ethics Officer shall carry out his or her duties and functions under the general direction of the Intersessional Authority on Ethics and Conflict of Interest for Senators.

Additional functions

(2) Subject to the rules, direction and control of the Senate and of the Committee, the Intersessional Authority on Ethics and Conflict of Interest for Senators shall carry out such other of the Committee's duties and functions as the Committee gives to it by resolution.

SENATE ETHICS OFFICER

Senate Ethics Officer

41. (1) The Senate Ethics Officer is an independent officer who performs the duties and functions assigned by the Senate under this Code.

Independent status

(2) The Senate Ethics Officer shall carry out his or her duties and functions under the general direction of the Committee, but is independent in interpreting and applying this Code as it relates to an individual Senator's particular circumstances.

OPINIONS AND ADVICE

Request for opinion

42. (1) In response to a request in writing from a Senator on any matter respecting the Senator's obligations under this Code, the Senate Ethics Officer shall provide the Senator with a written opinion containing any recommendations that the Senate Ethics Officer considers appropriate.

Opinion binding

(2) An opinion given by the Senate Ethics Officer to a Senator is binding on the Senate Ethics Officer in relation to any subsequent consideration of the subject matter of the opinion as long as all the relevant facts

that were known to the Senator were disclosed to the Senate Ethics Officer.

Written advice binding

(3) Any written advice given by the Senate Ethics Officer to a Senator on any matter relating to this Code is binding on the Senate Ethics Officer in relation to any subsequent consideration of the subject matter of the advice as long as all the relevant facts that were known to the Senator were disclosed to the Senate Ethics Officer.

Confidentiality

(4) A written opinion or advice is confidential and may be made public only by the Senator or with his or her written consent.

Proof of compliance

(5) A written opinion or advice given by the Senate Ethics Officer to a Senator under this section and relied upon by that Senator is conclusive proof that the Senator has fully complied with the Senator's obligations under this Code, as long as all the relevant facts that were known to the Senator were disclosed to the Senate Ethics Officer.

Publication

(6) Nothing in this section prevents the Senate Ethics Officer, subject to the approval of the Committee, from publishing opinions and advice for the guidance of Senators, provided that no details are included that could identify a Senator.

Guidelines

43. Subject to the approval of the Committee, the Senate Ethics Officer may publish guidelines for the assistance of Senators on any matter concerning the interpretation of this Code that the Senate Ethics Officer considers advisable.

ENFORCEMENT

General

Privilege

44. (1) A breach of the Code by any one Senator affects all Senators and the ability of the Senate to carry out its functions, and may lead the Senate to impose sanctions or order remedial measures.

Enforcement process

(2) To further compliance, the Code provides for a five-step enforcement process:

- (a) statements of compliance from Senators;
- (b) preliminary review by the Senate Ethics Officer;
- (c) inquiry by the Senate Ethics Officer;
- (d) Committee study; and
- (e) Senate decision.

Respect for process

(3) Senators shall respect in all particulars the enforcement process established by the Code.

Preventive Enforcement

Statement of compliance

45. (1) Every Senator shall file annually, on or before the date applicable to the Senator as established by the Senate Ethics Officer under subsection (2), a written statement of compliance confirming that he or she

has read the Code within the last 30 days and

- (a) confirming that he or she is, to the best of his or her knowledge and belief, in compliance with the Code as of the day the statement is filed; or
- (b) providing details of his or her non-compliance.

Filing date

(2) The date or dates on or before which the annual statements of compliance are required to be filed shall be established by the Senate Ethics Officer following approval by the Committee.

Public inspection

(3) Each statement of compliance is to be placed on file at the office of the Senate Ethics Officer and made available for public inspection.

Removal of statement from registry

(4) A statement of compliance shall be removed from the public registry at the time the Senator concerned ceases to be a Senator.

Online access

(5) Every statement of compliance available for public inspection under this section shall also be made available online on the website of the Senate Ethics Officer.

Additional information or clarification

46. Nothing in this Code prevents the Senate Ethics Officer from asking for further information or clarification from a Senator on a matter that relates to the Senator's obligations under the Code.

Preliminary Review

Nature of preliminary review

47. (1) A preliminary review is conducted to decide if an inquiry is warranted to determine whether a Senator has not complied with his or her obligations under the Code.

Mandate

- (2) The Senate Ethics Officer shall conduct a preliminary review if he or she:
 - (a) has reasonable grounds to believe a Senator has not complied with his or her obligations under the Code; or
 - (b) receives a request to conduct an inquiry from a Senator who has reasonable grounds to believe another Senator has not complied with his or her obligations under the Code.

Form of request

(3) A request for an inquiry under paragraph (2)(b) shall be in writing and shall be signed by the initiating Senator, and it shall identify the alleged non-compliance and the reasonable grounds for the belief that the Code has not been complied with.

Notice of preliminary review

(4) The Senate Ethics Officer shall notify a Senator who is to be the subject of a preliminary review and shall provide the Senator with the following:

- (a) in the case of a review initiated by the Senate Ethics Officer under paragraph (2)(a), a written notice stating the reasonable grounds for the belief that the Senator has not complied with the Code and identifying the obligations under the Code that would not have been complied with; or
- (b) in the case of a review following a request for an inquiry received from a Senator under paragraph (2)(b), a copy of the request received from the initiating Senator.

Confidential and prompt

(5) The Senate Ethics Officer shall conduct a preliminary review confidentially and as promptly as circumstances permit.

Cooperation

(6) Any person participating in the preliminary review process is expected to respect its confidential nature and to cooperate with the Senate Ethics Officer.

Opportunity to be heard

(7) The Senate Ethics Officer shall afford the Senator who is the subject of a preliminary review an opportunity to respond within 15 days following the day on which the Senator is notified pursuant to subsection (4).

Extension

(8) The period provided under subsection (7) may be extended by the Senate Ethics Officer if the circumstances so warrant.

Unsubstantiated evidence

(9) Reasonable grounds to believe a Senator has not complied with his or her obligations under the Code may be based on an unsubstantiated oral or written statement for the purpose of initiating a preliminary review, but such a statement is not adequate proof of an alleged fact for the purpose of making a finding in a preliminary review.

Preliminary determination

(10) Following a preliminary review, the Senate Ethics Officer shall write a letter to the Senator who was the subject of the review, informing the Senator of his or her reasoned decision as to whether or not an inquiry is warranted.

Findings regarding reasonable grounds

(11) In the preliminary determination letter, the Senate Ethics Officer may make one of the following findings regarding reasonable grounds:

- (a) that there are no reasonable grounds for concern that the Senator has breached his or her obligations under the Code;
- (b) that there are insufficient reasonable grounds for concern that the Senator has breached his or her obligations under the Code; or
- (c) that there are sufficient reasonable grounds for concern that the Senator may have breached his or her obligations under the Code.

Findings regarding breach

(12) In the preliminary determination letter, the Senate Ethics Officer may make one or more of the following findings regarding a possible breach of the Code:

- (a) that an obligation under the Code may have been breached but that the non-compliance was trivial;
- (b) that an obligation under the Code may have been breached but that the non-compliance occurred through inadvertence or an error in judgment made in good faith;
- (c) that an obligation under the Code may have been breached but that all reasonable measures were taken to prevent the non-compliance; and
- (d) that an obligation under the Code may have been breached, but that the situation has been addressed and remedied to the satisfaction of the Senate Ethics Officer or the Senator has undertaken to address and remedy the situation to the satisfaction of the Senate Ethics Officer.

Frivolous request

(13) In the preliminary determination letter, the Senate Ethics Officer may make a finding that the request for an inquiry was frivolous or vexatious or was not made in good faith, in which case he or she shall also determine whether an inquiry is warranted into the conduct of the Senator who made the request.

Delivery to subject Senator

(14) The Senate Ethics Officer shall first deliver his or her preliminary determination letter, on a confidential basis, to the Senator who was the subject of the preliminary review.

Delivery to initiating Senator

(15) In the case of a review initiated following the request of a Senator under paragraph (2)(b), the Senate Ethics Officer shall also deliver a copy of the preliminary determination letter, on a confidential basis, to the initiating Senator.

Delivery to Committee

(16) Unless the matter has remained confidential, the Senate Ethics Officer shall also provide a copy of his or her preliminary determination letter, on a confidential basis, to the Committee when he or she has determined that an inquiry is not warranted.

Tabling

(17) The Chair of the Committee shall cause a true copy of the preliminary determination letter received by the Committee under subsection (16) to be tabled in the Senate at the first possible opportunity; if the Senate is not sitting on the day on which the Committee receives the letter, or if Parliament is dissolved or prorogued, the Chair shall also cause a true copy of the letter to be deposited with the Clerk of the Senate at the first opportunity.

Public document

(18) A copy of a preliminary determination letter deposited with the Clerk of the Senate pursuant to subsection (17) is a public document.

Committee

(19) The Committee may ask the Senate Ethics Officer at any time whether a preliminary review about a particular Senator and matter is being or has been conducted, and the Senate Ethics Officer shall respond but shall not provide the Committee with any further information.

Preliminary review suspended

(20) A preliminary review in respect of a Senator who ceases to be a Senator is permanently suspended unless the Committee decides otherwise.

Notice to Committee

(21) For the purpose of subsection (20), when a matter has remained confidential, the Senate Ethics Officer shall inform the Committee of the preliminary review and of its status.

Representations

(22) The Committee shall consider any representations from the former Senator, from any Senator who initiated the review and from the Senate Ethics Officer before making its decision under subsection (20).

Inquiry**Nature of inquiry**

48. (1) An inquiry follows a preliminary review and is conducted to determine if a Senator has breached his or her obligations under the Code.

Mandate

(2) The Senate Ethics Officer shall conduct an inquiry in either of the following circumstances:

(a) where the Senate Ethics Officer determines that an inquiry is warranted after conducting the preliminary review; or

(b) where the Senator who was the subject of a preliminary review requests that the Senate Ethics Officer conduct the inquiry because the Senate Ethics Officer has made a finding that an obligation under the Code may have been breached, but he or she has also determined that an inquiry is not warranted.

Limitation

(3) A request under paragraph (2)(b) shall be made within seven days following the day on which the preliminary determination letter is delivered under subsection 47(14).

Powers of the Senate Ethics Officer

(4) In carrying out an inquiry, the Senate Ethics Officer has the power to send for persons, papers, and records, which powers may be enforced by the Senate acting on the recommendation of the Committee following a request from the Senate Ethics Officer.

Notice of inquiry

(5) The Senate Ethics Officer shall notify a Senator who is to be the subject of an inquiry when the inquiry will take place.

Confidential and prompt

(6) The Senate Ethics Officer shall conduct an inquiry confidentially and as promptly as circumstances permit.

Cooperation: Senators

(7) Senators shall cooperate without delay with the Senate Ethics Officer in respect of any inquiry.

Cooperation: any person

(8) Any person participating in the inquiry process is expected to respect its confidential nature and to cooperate with the Senate Ethics Officer.

Fair hearing

(9) The Senate Ethics Officer shall give the Senator who is the subject of an inquiry information concerning relevant facts, access to relevant documentation, such opportunity as the Senate Ethics Officer considers reasonable to make representations, whether in writing or in person, and such opportunity to be present in person, accompanied or alone, at other stages in the process, as the Senate Ethics Officer considers appropriate.

Adviser

(10) A counsel or other adviser who accompanies a Senator pursuant to subsection (9) may advise the Senator confidentially, but may only make representations on behalf of the Senator to the extent authorized by the Senate Ethics Officer.

Standard of proof

(11) The determination that a Senator has breached his or her obligations under the Code shall be made on the balance of probabilities.

Report

(12) Following an inquiry, the Senate Ethics Officer shall make a report in writing, with findings, reasons, recommendations and any supporting documentation that he or she determines essential; the Senate Ethics Officer may include in the report any recommendations arising from the matter that concern the Code and its interpretation.

Mitigation

(13) If the Senate Ethics Officer concludes that a Senator has not complied with his or her obligations under the Code but has taken all reasonable measures to prevent the non-compliance, or that the non-compliance was trivial or occurred through inadvertence or an error in judgment made in good faith, the Senate Ethics Officer shall so state in the report and may recommend that no sanction be imposed.

Remedial measures

(14) Where the Senate Ethics Officer makes a finding that the Senator breached his or her obligations under the Code, the Senate Ethics Officer shall also indicate whether remedial measures to the satisfaction of the Senate Ethics Officer have been agreed to by the Senator, whether the Senator did not agree to remedial measures that would have been to the satisfaction of the Senate Ethics Officer and what those measures were, or whether remedial measures were either not necessary or not available.

Delivery to subject Senator

(15) The Senate Ethics Officer shall first deliver his or her inquiry report, on a confidential basis, to the Senator who was the subject of the inquiry.

Delivery to initiating Senator

(16) In the case of an inquiry initiated following the request of a Senator under paragraph 47(2)(b), the Senate Ethics Officer shall also deliver a copy of his or her inquiry report, on a confidential basis, to the initiating Senator.

Delivery to Committee

(17) The Senate Ethics Officer shall also provide a copy of his or her report, on a confidential basis, to the Committee.

Tabling

(18) The Chair of the Committee shall cause a true copy of the report received by the Committee under subsection (17) to be tabled in the Senate at the first possible opportunity; if the Senate is not sitting on the day on which the Committee receives the report, or if Parliament is dissolved or prorogued, the Chair shall also cause a true copy of the report to be deposited with the Clerk of the Senate at the first opportunity.

Public document

(19) A copy of the report deposited with the Clerk of the Senate pursuant to subsection (18) is a public document.

Committee

(20) The Committee may ask the Senate Ethics Officer at any time when an inquiry about a particular Senator is likely to be completed, and the Senate Ethics Officer shall respond but shall not provide the Committee with any further information.

Inquiry suspended

(21) An inquiry in respect of a Senator who ceases to be a Senator is permanently suspended unless the Committee decides otherwise.

Representations

(22) The Committee shall consider any representations from the former Senator, from any Senator who initiated the inquiry and from the Senate Ethics Officer before making its decision under subsection (21).

Committee Study**Consideration of inquiry report**

49. (1) The Committee shall take into consideration an inquiry report from the Senate Ethics Officer as promptly as circumstances permit.

Right to be heard

(2) When considering an inquiry report for the purpose of determining the appropriate remedial measures or sanctions, the Committee shall afford a Senator who is the subject of a report the opportunity to be heard by the Committee.

Powers

(3) For greater certainty, the Committee has, in considering a report, all of the powers of a standing Senate committee.

Recommendations

(4) Where the Senate Ethics Officer has determined that the Senator has breached his or her obligations under the Code, the Committee shall recommend, in a report to the Senate, the appropriate remedial measures or sanctions taking into account section 31 of the *Constitution Act, 1867*. The recommendations available to the Committee include, but are not limited to, the following:

- (a) the return of any gift or other benefit;
- (b) any remedial measure;
- (c) the reduction or removal of access to Senate resources;
- (d) the removal of assignments, duties or powers conferred by the Senate;
- (e) a limitation on the right to speak or vote;
- (f) an invitation or order to apologize;
- (g) a censure, admonition or reprimand; or
- (h) a suspension.

Study suspended

(5) Consideration of an inquiry report in respect of a Senator who ceases to be a Senator is permanently suspended unless the Committee decides otherwise.

Representations

(6) The Committee shall consider any representations from the former Senator, from any Senator who initiated the inquiry and from the Senate Ethics Officer before making its decision under subsection (5).

Senate Decision**Tabling for information only**

50. An inquiry report of the Senate Ethics Officer is tabled in the Senate for information only, and no motion shall be moved in the Senate for its adoption.

Senator may speak

51. (1) Despite any other provision of the Code, a Senator who is the subject of a Committee report may speak to any motion related to it.

Right of reply

(2) The Senator who is the subject of a Committee report may exercise the right of final reply.

Former Senator

(3) Where a motion is to adopt a Committee report concerning a former Senator, the former Senator shall be invited to speak to the report as a witness in Committee of the Whole before disposition of the motion.

Referral back

(4) The Senate may refer a Committee report back to the Committee for further consideration.

No vote

(5) For greater certainty, a Senator who is the subject of a Committee report may not vote on any motion related to it.

Suspension of Process

Investigation

52. (1) When the matter under review or inquiry by the Senate Ethics Officer or study by the Committee is a matter in respect of which an investigation is being conducted by proper authorities to determine if an offence under an Act of Parliament or of the legislature of a province or territory has been committed, the review, inquiry or study may be suspended by the Senate Ethics Officer or the Committee, as the case may be, if:

- (a) the Senate Ethics Officer or the Committee, as the case may be, believes that the review, inquiry or study could prejudice the investigation of the matter by the proper authorities; or
- (b) the proper authorities request, in writing, that the review, inquiry or study be suspended.

Charges

(2) The Senate Ethics Officer shall suspend a preliminary review or an inquiry and the Committee shall suspend its study if the matter under review, inquiry or study is a matter in respect of which charges have been laid against the Senator under an Act of Parliament or of the legislature of a province or territory.

Resumption: investigation

(3) The preliminary review, inquiry or study suspended pursuant to subsection (1) may be resumed at any time by the Senate Ethics Officer or the Committee unless charges have been laid in respect of the matter under review, inquiry or study.

Resumption: charges

(4) A suspended procedure in respect of which charges have been laid against the Senator shall be resumed after the final disposition of the charges.

Notice

(5) The Senate Ethics Officer or the Committee shall notify the proper authorities when there are reasonable grounds to believe the Senator may have committed an offence under an Act of Parliament or of the legislature of a province or territory.

PUBLIC COMMUNICATIONS

General communications

53. The Senate Ethics Officer may inform the public about the mandate, procedures and processes of the Office, about public decisions of the Office and about the Code, but shall not discuss the particular circumstances of an individual Senator except as expressly authorized by either a provision of the Code or the Committee.

Case communications

54. Where a matter is of public interest, the Senate Ethics Officer may inform the public whether or not the matter is under preliminary review or inquiry or has already been reviewed, inquired into and reported on or tabled in the Senate or with the Clerk, but shall not provide any further information; when to inform the public is a matter of discretion for the Senate Ethics Officer, to be exercised on a case-by-case basis.

Online access

55. Every preliminary determination letter, inquiry report, Committee report and decision of the Senate on any such Committee report shall be made available online at the website of the Senate Ethics Officer after it is made public by being tabled in or presented to the Senate or deposited with the Clerk of the Senate.

PRIVACY AND CONFIDENTIALITY

Privacy to be minimally impaired

56. In interpreting and administering this Code, reasonable expectations of privacy shall be impaired as minimally as possible.

Confidentiality

57. (1) All information relating to the private interests of Senators and those of their family members received pursuant to this Code or created under it is to be kept confidential, except in accordance with this Code or as otherwise ordered by the Senate.

Inclusions

(2) For greater certainty, the requirement set out in subsection (1) applies to documents and information received in the course of an inquiry that the Senate Ethics Officer has suspended in accordance with section 52, and to documents and information retained by the Senate Ethics Officer pursuant to section 58.

Confidentiality

(3) The Senate Ethics Officer and all officers, employees, agents, advisers and consultants that may be employed or engaged by the Senate Ethics Officer shall keep confidential all matters required to be kept confidential under this Code. Failure to do so shall constitute behaviour sufficient to justify either or both of the following:

- (a) a resolution by the Senate under subsection 20.2(1) of the *Parliament of Canada Act* requesting the Governor in Council to remove the Senate Ethics Officer from office; or
- (b) dismissal of any officers, employees, agents, advisers or consultants involved.

Retention of documents

58. (1) The Senate Ethics Officer shall retain all documents relating to a Senator for a period of 12 months after he or she ceases to be a Senator, after which, subject to subsections (2) to (4), the documents shall be destroyed.

Ongoing proceedings

(2) Where, at the time that a Senator ceases to be a Senator, there is an investigation or inquiry in progress concerning the Senator or a charge has been laid against the Senator, the destruction of documents that relate to the matter shall be postponed until 12 months after the day of the final disposition of all related proceedings.

Return of confidential documents

(3) At a Senator's request, confidential documents relating to a Senator may be returned to the Senator instead of being destroyed.

Archiving of public documents

(4) Public documents relating to a Senator shall be forwarded to the Senate archives.

PERIODIC REVIEW

Committee review

59. The Committee shall undertake a comprehensive review of this Code and its provisions and operation once every five years, and shall submit a report to the Senate thereon, including a statement of any changes the Committee recommends.

APPENDIX C

Frequently Asked Questions

regarding the

Ethics and Conflict of Interest Code for Senators (the Code)

Frequently Asked Questions

1. Who are the key stakeholders and what are their roles with respect to the Code?

The Senate adopted on May 18, 2005, the *Conflict of Interest Code for Senators*, which was amended several times in later years, and renamed in 2014 as the *Ethics and Conflict of Interest Code for Senators*. Key stakeholders include senators, the Senate Ethics Officer, and the Standing Committee on Ethics and Conflict of Interest for Senators. Senators are required to comply with the provisions of the *Code* to the best of their knowledge. The Senate Ethics Officer is an independent and autonomous officer who is responsible for advising individual senators and assisting them in fulfilling their obligations under the *Code*. The Standing Committee on Ethics and Conflict of Interest for Senators has overall responsibility for the *Code* and gives “general direction” to the Senate Ethics Officer, but without giving specific direction in any particular case.

2. What is the relationship of the Senate Ethics Officer to the Senate?

The Senate Ethics Officer is an independent officer of the Senate under the *Parliament of Canada Act*. The officer is appointed by the Governor in Council, on address of the Senate. The Senate Ethics Officer has the control and management of his/her office, independently of the Senate and its Internal Economy Committee. The Senate reviews the Senate Ethics Officer’s proposed budget as part of the annual review of the Main Estimates. The Senate Ethics Officer’s role is prescribed by the Senate to which the Senate Ethics Officer ultimately reports.

3. Does the Senate’s ethics and conflict of interest regime provide senators with a single stop for ethical advice?

The Senate’s ethics and conflict of interest regime is one of several instruments that govern the conduct of senators. They are also subject to other rules and laws, such as the *Parliament of Canada*, the *Criminal Code*, the *Senate Administrative Rules*, and the *Rules of the Senate*. The Senate Ethics Officer does not have jurisdiction to interpret and apply these other rules and laws. Nothing in the *Code* displaces the jurisdiction of other authorities that are responsible for interpreting and applying them.

4. What is the Annual Disclosure Process?

The *Code* requires that senators file every year a Confidential Disclosure Statement providing their private interests and other information to the Senate Ethics Officer. In addition, they must complete a Statement of Compliance, asserting that they have read the *Code* and that to the best of their knowledge they are in compliance with the *Code*. After a review of a senator’s Confidential Disclosure Statement, the Senate Ethics Officer will prepare a Public Disclosure Summary based on the senator’s statement, and submit it to the senator for his/her review, before it is made public. Please note

that at any time during the process, if senators have questions regarding their disclosure obligations, they should consult with the Senate Ethics Officer. Similarly, the Senate Ethics Officer may request a meeting with senators to further discuss their obligations under the *Code*.

5. *What information related to a senator will be **publicly disclosed** under the Code?*

The following list provides information involving a senator which must be disclosed publicly:

- employment outside the Senate, profession, business;
- a senator's position in corporations, income trusts and trade unions;
- a senator's position in associations and not-for-profit organizations;
- the source and nature, but **not the amount**, of any income over \$2,000 that senators have received in the last 12 months, or are likely to receive in the next 12 months
- the nature, **but not the value**, of any assets and liabilities over \$10,000
- the source and nature, but **not the value**, of any contracts, subcontracts or other business arrangements with the Government of Canada or a federal agency or body involving a senator or his/her family, directly or indirectly, through a subcontract or by virtue of a partnership or significant interest in a private corporation;
- a trust in which a senator could derive an income or other benefit;
- any declarations of private interest;
- any statements of gifts or other benefits and sponsored travel; and,
- any statements of material change.

6. *How will information related to senators that is required to be publicly available be disclosed to the public?*

Information is made available to the public on the website of the Senate Ethics Officer under the tab "Public Registry", or onsite at the Office of the Senate Ethics Officer, at 90 Sparks Street, Suite 526, Ottawa, Ontario.

7. *What information related to requests for inquiries does the Code authorize the Senate Ethics Officer to disclose publicly as a matter of public interest?*

If a matter is of public interest, the *Code* allows the Senate Ethics Officer to inform the public as to whether or not a matter is under preliminary review or inquiry or has already been reviewed, inquired into and reported on or tabled in the Senate or with the Clerk. The *Code* also authorizes the Senate Ethics Officer to inform the public about decisions of the office and the *Code*, provided the information does not concern particular circumstances of an individual senator. This information may be found on the office's website under the tab "Announcement".

8. *What happens with an inquiry in respect of a senator who ceases to be a senator?*

If a senator ceases to be a senator while there is an ongoing inquiry pertaining to that senator, subsection 48(21) of the *Code* provides that the inquiry is permanently suspended, unless the Standing Committee on Ethics and Conflict of Interest for Senators decides otherwise. In such a case, under subsection 48(22) of the *Code*, the Committee would have to consider any representations from the former Senator, from any senator who initiated the inquiry, and from the Senate Ethics Officer before making its decision in this respect.