

Canadian
Association of Fairs
and Exhibitions



Association
canadienne des
foires et expositions

UNDERSTANDING THE LEGISLATIVE PROCESS

WORKING WITH POLITICIANS

A Guide for the Fairs, Exhibitions & Shows Sector

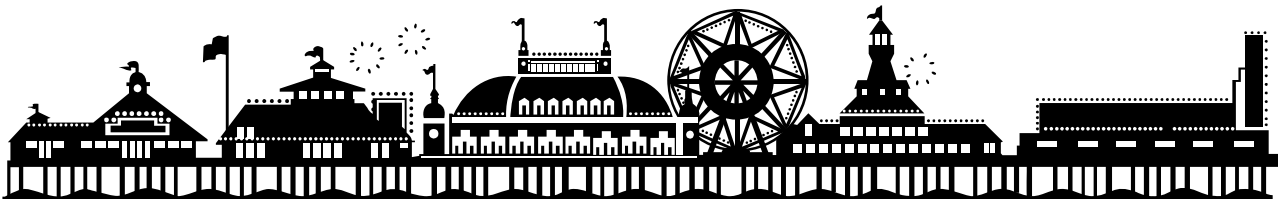




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Why Advocate?*

Advocacy is the process of informing and assisting decision makers. Only with good information can good decisions be made. Grassroots lobbying is essential. It makes the issues relevant to each politician in their home constituency. Parliamentarians carry the message back to the caucus. If many Members are hearing the same message, this influences the inner circle of decision makers and the Cabinet.

Powerful interest groups have long had the ear of governments. They regularly deliver their messages personally in the constituencies and in the legislatures of the nation.

The Fairs, Exhibitions & Shows industry can potentially exert great influence. It needs to be stronger. That is why the industry needs your help. It is essential the industry continues to improve and increase participation in public policy development for the benefit of communities and the advancement of the industry.

The purposes of advocacy include:

- Influencing rural and social policy funding and decision making concerning the future and direction of the Fairs, Exhibitions & Shows industry;
- Informing politicians, their staff and the bureaucracy about the roles and relevance of the Fairs, Exhibitions & Shows industry to government policy and Canadian society; and,
- Establishing liaison with other relevant organizations in your community.

It is always time for advocacy. Without effective dialogue, policy decisions are taken without the input of our industry. This hurts communities and the industry.

1.1 Getting Involved

Lobbying is often perceived as intimidating but it doesn't need to be. The purpose of this guide is to make the process as simple and painless as possible. Ensure that the issues of the Fairs, Exhibitions & Shows industry is on the political agenda in your riding, and ultimately on the national stage, by taking an active role in election and nomination campaigns. During election campaigns, you can raise issues related to your industry at public debates, work for a candidate who shares your views or run for office and give psychology a strong voice.

Advocacy is not an all or nothing experience. As is true of most relationships, it benefits from the number, frequency, quality and longevity of the contacts.

* This document is adapted from the CPA publication, "An Advocacy Guide for Psychologists". Available online: www.cpa.ca/documents/advocacy_toc.htm



2.0 The Legislative Process — How Parliament Works

2.1 Understanding the Legislative Process

To be an important part of the advocacy effort does not require an extensive knowledge of the parliamentary process. However, the following is provided as background information. It is a description of the federal system. The provincial legislatures are quite similar.

The Parliament of Canada consists of the Queen, represented by the Governor General, the appointed Senate, and the elected House of Commons.

The major focus of Parliament is the development, passage and execution of pieces of legislation. Lobbying is effective at any of these stages.

Laws begin as policy debates and take official form as **bills** to be debated and voted on by the politicians. Once law, Governments then execute the laws through government departments, regulations, colleges, mandated services (police), etc.

The House of Commons is the major law-making body. Bills from the House of Commons are numbered from C-1 to C-XXX. Any Member of Parliament (MP) can introduce a bill.

Politicians need information in order to make good decisions. They are influenced by information that comes from committees, constituents, experts, political staff, polls, the political party platforms and the bureaucracy. Psychologists fill many of these roles and each of us is a constituent.

Stages of a Bill

Most bills are first considered by the House of Commons and normally pass through the following steps:

Introduction. A written notice of introduction, by motion, puts a bill on the Parliamentary agenda.

First Reading. The bill is read for the first time without debate and printed. First reading of a bill introduces the content of a bill to the Members of Parliament.

Second Reading. This is the most important stage in the passage of a bill for Parliamentarians. For lobbyists, this is not the case as other stages provide more opportunity for meaningful input. The principle and the object of the bill are debated and either accepted or rejected. The clauses of the bill are not discussed in detail at this stage.

Committee Stage. Accepted bills are referred to a committee of Parliamentarians for review. The text is studied clause by clause. The committee may receive testimony from outside witnesses on technical matters and, generally, may make amendments to any part of a bill before ordering that the bill be reported to the House of Commons.



Report Stage. The House reviews bills by considering amendments. The report stage is primarily an opportunity for Members who did not sit on the committee to have their proposed amendments considered before approval by the House. Additional amendments to the bill may be moved, debated and voted on.

Third Reading. This is the last stage in the House of Commons. The bill is debated a final time and voted on. Only friendly amendments are considered. The bill may be referred back to committee for further amendment or reconsideration.

Message. After a bill is passed by the House of Commons, a message is sent to the Senate requesting that the bill be passed. Senate procedure is similar to that of the House of Commons but the Senate can only delay passage or suggest changes to the House. There is often an opportunity for input at this stage.

Royal Assent. The bill must be signed by the Governor General or a deputy to become law. The Royal Assent is given to a bill when it has been passed in exactly the same form by the two Houses.

Provincial legislatures operate similarly. Although there are differences such as the absence of a Senate, the process is generally the same.

2.2 Activities and Responsibilities of Parliamentarians

Here is how one former MP and Minister of Justice and former member of the Federal Court of Appeal, the late Mark MacGuigan, as a freshman backbencher described his responsibilities (extracted from *Politics in Canada: Culture, Institutions, Behaviour and Public Policy* (3rd ed.) (1995) by Robert J. Jackson and Doreen Jackson, pp. 350-353):

"... at least three half-days each week in the House to ensure that a quorum was always maintained; attendance at major debates and divisions; attendance at Question Period "for both excitement and information"; membership in two standing committees and, later, the Chairship of the Special Committee on Statutory Instruments; caucus meetings for three hours each Wednesday morning and caucus committee meetings in lunch and dinner breaks; twice-weekly French classes, "being determined to become bilingual"; a one thousand mile round trip each weekend to constituency and home in Windsor; approximately 200 public functions and 200 visits to the homes of constituents in each year; and a large volume of constituency business (some 5500 cases a year) which arrived by mail and by telephone."

Former MP Sean O'Sullivan, the youngest Canadian ever elected to the House of Commons, discusses his activities as follows (extracted from *Exercising Power, Government of Canada: The Backbencher - A Case Study* (1966) by Donald A. Hurst, pp. 70-71):

"... my day can be a full one, starting in the morning with committee meetings that last for ninety minutes. Once a week my party members gather together as a caucus. The House meets at two o'clock in the afternoon, except on Friday when we meet at eleven o'clock. Then, there are more committee meetings in the afternoon and at night."

"My foremost responsibility as a Member of Parliament is to the people who elected me. Although I do have responsibilities to my party and to the



maintenance of Parliament, my foremost responsibility is to be a spokesman for my constituents. They're the people who sent me to Ottawa and I have to get back to my riding as often as I can to hear their problems and views, even if I don't agree with them."

"I am also called on often to make speeches just because I am a Member of Parliament. This includes addresses at such places as school assemblies or church gatherings. People do want to see their Member of Parliament. They don't want just to read about me or any other Member; they want to be able to talk with us."

"Most of all I welcome the chance to exchange views with young people because after all, the policies made by the government today will help to determine the type of country in which they will be living and raising their families."

Recent changes have permitted MPs to work more effectively. Standing Committees allow them to have more say in policy formulation. Some say MPs could take more advantage of the opportunities to introduce legislation and initiate criticism of the government. There is more and more pressure for MPs to act as intermediaries and their role is more rewarding than policy-making with its commitment to pursue a long-term goal.

It is important to remember that opposition critics and each party's caucus play very important roles in Parliament. Keep them informed. Request that your MP supply his or her party with your industry's position on issues. Remember, the caucus is an important decision making body and today's opposition party might be tomorrow's Government.



3.0 How to Communicate Effectively with Members of Parliament

3.1 Things to keep in mind

- Legislators want to know what their constituents think about an issue before they take a position.
- Legislators like being recognized and thanked by constituents when they have been helpful or supportive.
- An important measure of successful advocacy is the development of relationships with MPs, MPPs and/or their staffs in which:
 - You are known to their office.
 - You are viewed as a credible and reliable source of information on industry-related issues.
 - Your input is sought and valued.
 - Your calls get returned.
- The keys to effective advocacy are building relationships and communicating - the same skills you use every day. Building relationships takes time and effort, and is equally as important as any single legislative issue.

3.2 Identifying and Locating Your Member of Parliament

The first step in effective communication with the House of Commons is determining the right person to contact. It is generally most effective to contact your own Member of Parliament - the woman or man who represents your electoral riding. As your elected official, this is the person who represents you and who must be sensitive to your views. Members of Parliament (MPs) maintain both an Ottawa office and a local office located back home. You can identify and locate your MP by looking in the blue pages of your telephone book or looking them up on the internet.

There may be occasions, however, when it will be appropriate and helpful to contact other MPs. For example, when the Chair of a Parliamentary Committee wishes to monitor broad public opinion at a critical point in the legislative process, or when you have special expertise in a specific area in which a Parliamentary Committee is developing policy, your communication with them can be important.

Once you know whom to contact, you can obtain his or her Ottawa office telephone number, or be connected with the Ottawa office directly, by calling the Canadian Government Public Information Office at (613) 992-4793. The Ottawa offices can give you addresses and telephone numbers for local riding offices, government departments, Ministers of the Crown, etc. You also can find this information on the Internet at: <http://www.canada.gc.ca>.



3.3 Understanding the Role of House of Commons Staff[†]

The bureaucracy carries on the business of government. Government officials remain as political parties are voted in and out of office. Bureaucrats are very influential in the development and implementation of laws and public policy. Effective relations with the civil service are very important.

Whether calling, writing, or visiting a House of Commons office, it is important to understand the role of your MP's staff members. Most MP's offices will have an assistant, handling your area of interest. Each Parliamentarian relies heavily on his or her staff to be knowledgeable and informed on the issues. Because the information and advice they provide is often critical in shaping the MP's opinion on an issue, any time spent discussing your views with them will be a good investment.

In addition to the staff members in the MP's personal office, the committees of Parliament also have professional staff members. These staff members are often more focused in their responsibilities. While a personal staff member usually has multiple subject areas of responsibility (e.g., covering science, defense, budget, environmental, and health issues), a committee staff member is often able to specialize in a small number of areas and to acquire expertise in them. These staff members work for the MP who chairs the committee or the vice-chair.

Staff members in MPs' personal riding offices serve still a different function. These staff members take care of the lawmaker's appointments and appearances in the riding. They also serve as caseworkers who help to resolve the problems of the riding's citizens as they relate to federal programs. For example, a riding office member can help determine why a Canadian Pension Plan recipient's cheque is late. Usually members of the riding office staff are not involved in issues of public policy-making. They are, however, trusted sources of information and have frequent contact with the politician.

3.4 Write a Letter

House of Commons offices in Ottawa receive hundreds of letters from constituents each day. These guidelines will improve the effectiveness of your letter.

When addressing correspondence, this is the proper style:

Either

Ms Jane Smith, MP
House of Commons
Parliament Buildings
Ottawa, Ontario, K1A 0A6

Dear Member of Parliament:

Or:

[†] See "Understanding Civil Servants", Appendix B, for more information on building these relationships.



The Honorable John Jones, PC, MP
Minister of _____
House of Commons
Ottawa, Ontario, K1A 0A6

Dear Minister:

Be direct. State the subject of your letter clearly, keep it brief and address only one issue in each letter.

Be accurate. Beware of false or misleading information. Always double-check if you are not sure.

Be informative. State your own views, support them with your expert knowledge, and cite the bill number (Bill C-###) of relevant legislation, if appropriate. Your personally written letter is more highly regarded than pre-printed materials or postcards.

Be courteous. NEVER THREATEN your MP. Keep in mind that there may be other issues where psychology will lobby this MP. A cordial relationship keeps the door open.

Be constructive. Rely on the facts and avoid emotional arguments, threats of political influence, or demands.

Personalize your message. Cite examples from your own experience to support your position. Give personal examples of how the issue will impact your community.

Be political. Explain the hometown relevance of this issue. Use your institution's stationery, if authorized.

Be discriminating. Write only on the issues that are very important to you and avoid the risk of diluting your effectiveness.

Be inquiring. Ask for the MP's view on the subject and how she or he intends to vote on relevant legislation. Expect a reply, even if it's only a form letter.

Be available. Offer additional information if needed and make sure your MP knows how to reach you.

Be appreciative. Remember to say "thanks" when it is deserved. Follow the issue after you write and send a letter of thanks if your MP votes your way.

Remember, no postage is required to mail a letter to your MP in Canada. Furthermore, since a fax gets more attention, faster, send it also by fax.

Follow-up Your Letter

MPs' offices receive hundreds of pieces of mail every day, which means it can take a week or more to research properly the issue and to answer your letter. If you don't hear from them after three or four weeks, however, follow up with a phone call, or with another letter which references the first one.

- If the reply you receive asks specific questions about the issue, make sure you respond with the answers.



- If your representative votes or takes a public stand that reflects your position, send a thank-you. It's just as important to let your representatives know you support a position as it is to let them know you oppose one.

Write a Letter to the Editor of Your Local Newspaper

The guidelines for writing an effective letter to the editor of a local newspaper are the same as those for effective letter writing to your MP. In fact, you can send the editor a copy of your letter to your MP.

Ask for Help

Ask friends, colleagues and relevant organizations to contact the MP as well.

3.5 Make a Telephone Call

When time is short or an issue is very pressing, you may be asked or you may want to communicate with an elected official by telephone.

The guidelines for making an effective telephone call to an MP's office are similar to those for effective letter writing, with a few additions. Remember, you can reach your MP's Ottawa office by dialing the Canadian Government Public Information Office at (613) 992-4793, giving the name of your MP, and asking to be connected with her or his office.

When preparing for a telephone call, start at the beginning, just like you would in a letter, remembering that the person you talk to may have just gotten off the telephone with another constituent who had a very different concern. Be prepared with facts and information at your fingertips and a clear idea of what you want your telephone call to achieve.

Before placing a call, make sure:

- You have a clear idea of the message you want to communicate. Write the main points down and, if needed, refer to them when you make your call. If you know the bill numbers, reference them in your call.
- Your facts and arguments are organized in a clear, coherent manner. You will have only a few minutes to make them.
- You can state exactly what action you want taken on the issue.

You can ask to speak to your MP, but don't be disappointed if he or she is not available. Next ask to speak with the assistant who handles the subject of your interest. Remember, this is often just as effective. If neither the MP nor the relevant staff members are available, you can ask for a return call or leave a brief message, such as, "My name is Mr. Jane Jones and I am on the Board of Directors of the Hometown Exhibition. I am calling to ask for the MP's support on...". Be prepared to give your address or telephone number in case the MP wants to respond.



Be persistent but courteous. You may have to call back several times before you get through to either the staff person or the MP. Don't be discouraged – no one is trying to avoid you. Just remember MPs get many calls each day – keep trying.

3.6 Arrange One-on-One Meetings

The single most effective way to communicate your message to an elected official is through a face-to-face meeting, but it may be with an assistant, not the MP. Most assistants are experts in their areas, and MPs depend heavily on their expertise to help keep them informed. The assistant can give you an idea of where the MP stands on the issue, let you know what additional information might be needed and tell you what action the MP might be able to take.

The rule for one-on-one meetings with an assistant or the MP is to plan ahead: know your facts, know your MP, and know the arguments the opposition will be using against your position.

Scheduling a Meeting

Such a meeting can take place in the MP's Ottawa office or in the MP's riding office. If you know your MP is going to be home for a Parliamentary recess, take advantage of this time by planning a meeting in the riding. It is usually much easier to schedule a personal appointment with an MP (even one who is a Cabinet Minister) in her or his constituency office than in their Ottawa office. Virtually all MPs have regular constituency office appointment hours.

Contact your MP's Appointment Secretary, state your affiliations and the subject you wish to discuss, and ask for 15 to 20 minutes of your MP's time. If it is clear that the MP is unable to meet with you, then a very good substitute is a meeting with the assistant in charge of the issue area you are interested in discussing. **DO NOT FEEL DISCOURAGED IF YOU CANNOT MEET WITH YOUR MP.** In fact, public officials have demanding schedules and depend on their assistants to research issues and report on constituent concerns. Call to confirm your meeting a few days before it is scheduled to occur.

Once the Meeting is Scheduled

Do your homework. Learn as much as you can about the MP's record as it relates to your issue. Be prepared to talk *in detail* and directly about the issue you wish to discuss. Know the opposing arguments as well as those in favour of your view. Have your information ready in a digestible, concise form, just as you would when writing a letter or making a telephone call. Have personal stories ready - case studies that illustrate the human side of what you're talking about. Be able to answer specific questions on how the issue affects you, your community, the province or the country in general.

Contact the C.A.F.E Head Office to help you research the issue. They can help you find out about the MP's record on the issue - public statements, legislation, etc. It's



much better to know if the legislator doesn't support your position *before* you go in than to find out during the meeting. In addition, the C.A.F.E. Head Office can help you find out how the issue has played in the press - articles, op-eds, editorial statements on local television, etc. If the press coverage has been favourable to your point of view, get copies to distribute during your meeting.

Supply fact sheets. It's important when you go that you leave something (e.g., a one-page synopsis describing the issue in bullet form) with the assistant or the MP.

During the Meeting

Be on time. But don't be surprised if they are not. Parliamentary schedules are hectic and being a visitor to Parliament Hill often requires patience and flexibility.

Establish ties. Introduce yourself, convey information about your affiliations, and exchange pleasantries briefly. Make a point of introducing yourself to and learning the names of key staff with whom you may also meet, including the MP's secretary or riding office manager. They may be especially helpful in the future.

Don't waste time. Get right to the issue you wish to discuss. Don't get bogged down in small talk. You will have a precious few minutes with the MP, and you have a purpose for the meeting.

Be inquiring. Ask your MP if he or she is familiar with your issue. If the answer is negative, take the opportunity to inform him or her. If the answer is positive, ask him or her to state his or her position. If he or she is unable to do so, then say you will check back later.

Be assertive. Know what you want in advance and ask for it.

Be respectful. Be tolerant of differing views and keep the dialogue open. State your points clearly and firmly, but *don't argue*. Never speak badly of other legislators or organizations. Always be polite but don't let politeness make you timid.

Be responsive. Try to answer questions. When you can't, offer to get back to your MP with the information. It is much more important for you to provide accurate information than to give an answer which may be incorrect.

Be appreciative. Always end the meeting on a courteous note. Thank him or her for the time spent with you and leave promptly. Follow up with a thank-you letter, capitalizing on the opportunity to restate your points.

3.7 Invite Your MP to Visit

Would it surprise you to know that your MP might be interested in visiting the Fair, Exhibition, or Show in your community? Sometimes the most convincing case is the one seen first hand. Such visits keep lawmakers in touch with the interests and needs of their constituents, inform them about less familiar subject areas, and provide you with an opportunity to strengthen your relationship with the MP. Especially attractive to an MP is the opportunity to meet a great number of concerned and involved constituents during a "Riding Work Period" when the House of Commons stands in recess. Of course, the initiative to arrange such a visit will have to come from you.



Appearances or site visits by public officials are exciting but they require planning. Here are a few tips:

- Arrange and coordinate the event with the staff scheduler from the MP's office. Send a written request with all of the appropriate details, such as time, place, duration of the visit, number of attendees and other guests, activities planned, etc.
- You may wish to have members of the local press attend the visit. Contact your institution's public relations office or press office for professional help. Be sure your lawmaker's press secretary is informed before members of the press are invited. It is important to target the right reporters to invite to the event. In this case, it could be a political reporter who covers the lawmaker or it could be a business or entertainment reporter, or all three. If you have a public relations or press office (or equivalent volunteer(s)) they can invite them by sending a "media advisory" (a one-page announcement with basic information) or by sending a press release, following up with a telephone call two days before the event. You might consider having your institution's photographer on hand and using a photograph of your MP in her or his newsletter.
- Notify anyone who will be affected by the visit, such as colleagues in your department and the university administration, well in advance, and again the day before the event.
- Provide the MP's office with precise and detailed directions to the event and designate a contact person who will be available as a liaison in advance of the event.
- Meet the MP before the event, allow time for introductions, and provide a briefing on the itinerary and a time schedule for the event. Discuss important factors surrounding the visit, for example, how many community members are involved with your facility, or the amount and source of federal funds received.
- Introduce your guest. Give a brief explanation of why he or she is visiting, and announce whether or not there will be a question and answer session.
- Follow up on any commitments made to the MP at the event. Coordinate with the MP's press secretary on the details of a press release, if called for.
- Don't forget to send a thank you note, possibly containing photographs taken during the event, as well as press clippings or news coverage generated by the event.

3.8 Build Relationships with Elected Officials

Good politics depend on ongoing ties with both your MP and their staff. One of the most effective ways to keep in touch is to get to know staff in your MP's personal riding office. Riding offices are always looking for activities for the MP while he or she is in the Riding - they generally welcome suggestions for events, especially if there is some press potential. Contact the local office of your MP, tell them what you are doing, and invite the MP to be a part of the press conference you are holding to announce it. The riding director can then call the Ottawa office to suggest your press conference might be a good event for the MP to attend. There are a wide variety of ways to interact with your elected officials:



- Arrange a lunch, dinner meeting or reception in honour of a particular MP;
- Invite representatives to speak at industry association conferences or meetings;
- Recognize your representative's activities on behalf of the Fairs, Exhibitions & Shows industry in your organization's newsletter;
- Award a particularly responsive legislator with a certificate or plaque;
- Identify certain press venues that are appropriate vehicles for interacting with your legislators.

3.9 Form Coalitions

Coalitions are an integral part of successful grassroots campaigns. They help us extend our reach and broaden our message. Strong coalitions are made up of individuals or groups with similar interests. As a general rule, those groups with which your organization regularly does business are the natural place to look for potential coalition partners.



4.0 Appendix A: Understanding Civil Servants[‡]

Introduction

Civil servants in provincial and the federal governments comprise a very important part of government machinery in the world of an advocate. These are the people that have the inside scoop in their ministries and departments, the ones who can help with a proposal with all the right buzzwords to make it fly. They know the constraints and they know what will be seen favourable and unfavourably within their respective departments. After all, these are the people who will be reviewing your proposal and making recommendations for approval or denial.

Yet advocates often find civil servants hard to understand when they are trying to pursue their advocacy work. Advocates find out quickly that civil servants don't seem to be able to make decisions, even on small matters. They seem to be overly cautious and unhelpful when you meet with them in groups or with their superiors, but very animated and full of advice as to the best way to proceed when you meet them one on one.

Why are civil servants like this? Why does their advice change from situation to situation? Why are they so cautious? Why do they seem to make life so difficult for people trying to make proposals to improve a service or make life better for Canadians? After all, government is supposed to be working for the people and ought to have goals that are not wholly dissimilar to those of the advocate.

The answers are not that hard to understand when one looks into how the Civil service works as opposed to an advocacy agency. The purpose of this user's guide is to develop a common frame of reference for the advocate and the civil servant so that the advocate can understand what the civil servant is saying and why he or she is saying it. It will show you how best to work with them and understand and work in the world that they inhabit. Best of all, it will show you how to be successful.

The Civil Servant has Two Masters

The most important distinction to be made between the world of the civil servant and the advocate is:

- The world of the advocate is a linear world where the agency or organization has a set of goals and outcomes shared at all levels in common - in short, the Board, the senior staff and advocates are basically on the same page; while
- The world of the civil servant is broken into two where the political and program goals of the government in power can be very different than the course that has been set out for the civil service in its conduct of business with outside agencies.

In a sense, government Ministers' desires in terms of their political agenda, their desire for credit and visibility, and their timelines can differ markedly from the rigid rulebook

[‡] John Stapleton. "A Short User's Guide for Advocates". February 2003.



handed to civil servants in their pursuit of transparency, fairness, accountability and orderly governance.

For the Minister, the job needs to get done to seize the political moment but for the civil servant, the rules of the organization and the Minister's will need to converge. The Minister will always be looking to see how a proposal will play or sit with his or her perception of the public.

The Deputy Minister and the Civil Service

- The Deputy Minister is an Order in Council (OIC) appointment
- All Civil Servants report to the Deputy Minister
- The Minister does not appoint the Deputy
- The Secretary of Cabinet appoints the Deputy on advice from the Premier/Prime Minister's Office
- The Premier or Prime Minister appoint the Secretary of Cabinet (top civil servant)
- Civil Servants do not report to the Minister
- Hierarchy: Deputy Minister, Associate/Assistant Deputy Minister, Director, Manager, general staff (variety of titles)

The Minister and Political Staff

- Political Staff are appointed by the Minister's Chief of staff
- The Minister is allowed some government funded political staff for the business of government
- The Minister will have party-funded political staff for partisan business
- Political staff do not report to the Deputy Minister or any civil servant
- Hierarchy: Minister, Chief of Staff, Communications and Political Assistants to the Minister on various issues, Assistants to the Parliamentary Assistant, Constituency Staff, General Staff.

The Importance of Convergence

- The Deputy Minister is charged with managing the relationship between civil servants and political staff
- The Minister and Deputy are responsible to ensure political staff do not request partisan activity from civil servants
- There is always a tension with the yin and yang of political vs. professional work.



The Legislature vs. the Boardroom

- Unlike a business, a Crown corporation, or a multi-service agency that serve a common set of goals, civil servants live in a world of two masters.
- Political life (i.e. the legislature) is raucous, loud, impatient, fast-moving, willing to quickly commit – must have a stand, sarcastic, sometimes abusive, full of humour, often appears to be out of control
- Civil Service professional life is: subdued, quiet, patient, slow-moving, non-committal, respectful, temperate, sedate, in control
- Institutional Rewards for the civil servant - caution - waiting, non-committal, carefulness, managing advocates, getting the process right
- Institutional Rewards for politicians and their staff: decisiveness, innovation, seizing the moment, making commitments, getting things done, cutting through red tape.

The Guide

Advocates should understand the processes of political staff and Ministers vs. Deputies and Civil Servants

- Ministers make policy decisions
- Political staff decide political architecture and messages
- Deputy Ministers and Civil Servants build policy, program, systems, and legal architecture
- Civil Servants implement or are responsible for program implementation and cost structures.

Advocates should work both sides and should value government process

- Work up from the bottom and down from the top and meet in the middle
- Get involved and interested in all aspects of a policy:
 - Public view
 - Policy Issues
 - Political Issues
 - Program implementation
 - Automated Systems Issues
 - Costs
 - Legal Issues
- Know the players and what their needs are: All is on the Internet – Make sure that they know who you are!
- Match the above elements with the political vs. the professional
- Send a consistent message
- Garner power through knowledge of the players and their jobs.
- Be explanatory and exploratory



Conclusion

- Doing better as an advocate is not selling out
- Helping civil servants along in consultation is key. They may be able to be helpful and promote your cause within the bureaucracy. Many do assist sometimes at great risk to their own careers.
- Make deals based on what you want to get done.
- Mirror the organizations that you deal with – you are not going to change government and political institutions – at least not overnight.
- Be thoughtful and temperate with Civil Servants – If you look for and find your own values in civil servants, these may not be the people making the decisions at higher levels.
- Look for your values in politicians who will have their eye on the public, not you!
- Be direct and forceful with politicians and political staff – if you don't, they will wonder what you want or what you stand for.
- Meet in the Middle:
 - Multi-Ministry multi-government issues are the most difficult
 - Civil Servants most likely to live in policy silos
 - Political staff less likely to live in silos
 - Advocates often need to bring governments and Ministries together
 - Stage Events – invite staff
 - Distribute literature on your organization
 - Invite staff at various levels to know who you are and what you are about



5.0 Glossary

Act of Parliament: A bill which has been passed by both the House of Commons and the Senate, has received Royal Assent and has been proclaimed. Unless a provision of the Act specifies otherwise, the Act comes into force on the date of Royal Assent.

Adjournment: Termination by the House of its own sitting for any period of time within a session.

Amendment: An alteration proposed to a motion, a stage or clause of a bill, or to a committee report.

Appropriation: A sum of money allocated by Parliament for a specific purpose outlined in the Government's spending estimates.

Assistant: The Member of Parliament's political staff person.

Backbencher: A Member who is not a minister of the Crown, a Parliamentary Secretary, a House Leader, a Whip, or an Opposition critic.

Bill: A proposed law submitted to Parliament for its approval.

Budget: The Government's statement of its fiscal, economic and social policies. It is usually presented once a year, although there is no requirement for an annual presentation.

Business of supply: The process by which the Government submits its projected annual expenditures for parliamentary approval.

Business of ways and means: The process by which the Government obtains the necessary resources to meet its expenses. It has two essential elements: the presentation of the budget and the motions which lead to the introduction of tax bills.

Cabinet. The executive of the Government, consisting of those Members and Senators appointed by the Governor General on the advice of the Prime Minister.

Chairperson: Member of the governing party who presides over the work of a committee.

Clause: A division of a bill consisting of an individual sentence or statement. Once a bill becomes law, its clauses are referred to as sections.

Closure: A procedure forbidding further adjournment of debate on any motion or on any stage of a bill and requiring that the motion come to a vote at the end of the sitting in which it is invoked.

Committee Report: A committee's written statement about a given piece of legislation or public policy. Committee reports are especially important because they often contain implementing and enforcing language for the legislation.

Concurrence (in a report): Agreement with a committee report, including the conclusions or recommendations it contains.

Department of Finance Canada: Primarily responsible for providing the Government of Canada with analysis and advice on the broad economic and financial affairs of Canada and with developing tax policy, fiscal policy and the Government of Canada's annual budget.



Department of Justice Canada: Supports the Minister of Justice in working to ensure that Canada is a just and law-abiding society with an accessible, efficient and fair system of justice. It also provides legal services and counsel to the government and to client departments and agencies.

Deputy minister: The public servant, reporting directly to the minister, who is the permanent administrative head of a Government department and responsible for its day-to-day management.

Fiscal Year: The financial operating year of the Federal Government, beginning April 1st and ending March 31st of the next calendar year.

Government House Leader: The Government Member responsible for managing the Government's business in the House.

Health Canada: Primarily responsible for advising the Government of Canada on health and health care issues and for health promotion, food and drug safety, aboriginal health, etc.

Health Promotion and Programs: See National Health Research and Development Program.

House Leader: The Member of a party responsible for its management in the House.

House of Commons: The major federal law-making body. Members are elected to represent ridings in a Parliament which last for a maximum of five years.

Joint committee: A committee made up of a proportionate number of members of both the House of Commons and the Senate. It may be either a standing or a special committee.

Legislative committee: A committee created under the Standing Orders on an *ad hoc* basis to study a bill in detail either before or after second reading.

Medical Research Council of Canada (MRC): The major federal agency responsible for funding health research in Canada including psychology. It also has a major role in supporting research training of health scientists, acts as an advisor on health research and is responsible to the federal Minister of Health.

National Health Research and Development Program (NHRDP): Funds national health research and program initiatives which advance the understanding of, and effective response to, national health issues which fall within the purview of Health Canada.

National Research Council Canada (NRC): The principal science and technology research agency of the Government of Canada. NRC performs and supports research across the country, and helps thousands of clients every year through the Canadian Institute for Scientific and Technical Information, the Industrial Research Assistance Programs, and the Canadian Technology Network.

Natural Sciences and Engineering Research Council of Canada (NSERC): The major federal agency responsible for the funding of basic university research and training in the natural sciences and engineering. It funds brain, behaviour and cognitive science research by psychologists. It has a major role in supporting research training of natural scientists and engineers, acts as an advisor, and is responsible to the Minister of Industry.

Opposition Leader: Leader of the main minority party in either the House or the Senate.



Order in Council: An order issued by the Governor in Council (the Cabinet), either on the basis of authority delegated by legislation or by virtue of the prerogative powers of the Crown. It may deal, among other matters, with the administration of the government, appointments to office or the disallowance or reservation of legislation.

Orders of the Day: Items of business placed on the agenda of the House.

Order Paper: The official agenda of the House of Commons, published for each sitting day, listing all items that may be brought forward on that particular day.

Parliament: is made up of one or more sessions which begin with a Speech from the Throne and end by prorogation or dissolution. A Parliament cannot exist for more than five years.

Parliament of Canada: The legislative branch of Government, composed of the Sovereign (represented by the Governor General), the appointed Senate, and the elected House of Commons.

Prorogation: The ceremonial ending of a parliamentary session, which abolishes all pending business and halts all committee work.

Put the question: To put the motion before the House to a vote. At this stage no further debate or amendment is possible.

Recess: The period between prorogation and the beginning of a new session. Often loosely used to refer to a long adjournment.

Resolution: A formal statement of a decision or opinion by the House of Commons or the Senate.

Royal Assent: The approval, by a representative of the Crown, of a bill passed by the House and the Senate, making it into an Act of Parliament.

Secretariat for Science, Research and Development : Federal government support office that conducts research, primarily at the request of committee chairpersons, on the impact of new or changing technology on people's lives and on society.

Senate: The Upper House of the Canadian Parliament. It considers legislative proposals after they have been approved by the House of Commons. The Senate also initiates legislation, but any bills concerning taxation or the expenditure of public money must originate in the Commons.

Session: One of the fundamental periods into which a Parliament is divided, usually consisting of a number of separate sittings. Sessions are begun by a Speech from the Throne and are ended by prorogation.

Sitting: A meeting of the House of Commons. A sitting may last for only a matter of minutes or may extend over several calendar days.

Social Sciences and Humanities Research Council of Canada (SSHRC): The major federal agency responsible for the funding of university research and training in the social sciences and humanities. It funds social science research by psychologists. It has a major role in supporting research training of social scientists and humanists, it acts as an advisor and is responsible to the Minister of Industry.

Speaker of the House of Commons: The presiding Member of Parliament in the House of Commons. The Speaker is elected by the House.



Speaker of the Senate: The Senator officially presiding over the Senate. The Speaker is appointed by the Governor General on the advice of the Prime Minister.

Standing committee: Appointed for the life of a Parliament to deal with subjects of continuing concern to the House.

Supply: See 'business of supply'.

Table: To place a document before the House or a committee for consideration or consultation.

Unanimous Consent: The consent of all Members present, required when the House wishes to set aside its rules or usual practices without notice.

Ways and means: See 'business of ways and means'.

Whip: A Member charged with keeping other Members of the same party informed concerning House business and ensuring their attendance in the House, especially when a vote is anticipated.