



**EXECUTIVE GOVERNMENT
PROCESSES AND PROCEDURES
IN SASKATCHEWAN:
A PROCEDURES MANUAL**

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Chapter I.

**INTRODUCTION BY THE CABINET SECRETARY AND
CLERK OF THE EXECUTIVE COUNCIL**

I. INTRODUCTION

To permit the Premier and Cabinet to make decisions on the numerous questions that come before them, to record those decisions and communicate them for their proper implementation, responsive procedures must be put into place. These procedures must ensure that decisions are reached with due regard to all relevant facts and circumstances.

We recognize that many different groups require guidance in understanding our system of government and decision-making and in preparing material for Cabinet and Cabinet committees - ministers, deputy ministers, managers, legislative officers and professional and clerical staff - each with his or her own interest in a part of the system. The result is this manual.

The Executive Government Processes and Procedures in Saskatchewan: A Procedures Manual is intended as a handbook for those who must prepare material for Cabinet or a Cabinet committee's review and as a reference book for those who wish to understand the decision-making and decision-implementing processes of the provincial government. It has the following purposes:

- to provide a concise summary of the principles and features of the form and structure of the Government of Saskatchewan and of the provincial government's decision-making and decision-implementing processes;
- to establish standards for Cabinet and Cabinet committee documents;
- to outline, step-by-step, the procedures for preparing, distributing, routing and processing documents from the idea formulation to the implementation stage; and
- to provide up to date reference material respecting Cabinet and Cabinet committee membership, ministerial responsibilities, and Cabinet policy.

The value of a manual is not completely realized until it is read and used. Users usually have constructive suggestions for improving content, organization, readability and completeness. Sometimes, despite our best efforts, errors of substance or form may creep into this manual. Please identify any errors which require correction. Send this information and recommendations for improvement to:

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April, 2004

Chapter II.

THE FORM AND STRUCTURE OF THE GOVERNMENT OF SASKATCHEWAN

II. THE FORM AND STRUCTURE OF GOVERNMENT

A. The Form and Structure of Government

1. The Form of Government

Canada is a federal state and its form of government is that of a constitutional monarchy and parliamentary democracy. As a federal state, Canada has a federal government with certain powers and provincial governments with certain powers. As a constitutional monarchy, the powers of the federal and provincial governments are defined in constitutions, with the formal executive powers of the governments vested in the sovereign of Canada, who is the monarch of Great Britain. As a parliamentary democracy, the Queen and her representatives govern through a Cabinet which consists of elected representatives of the people, which is headed by a first minister and which is responsible to all of the elected representatives for its actions.

At the federal level, people elect representatives (Members of Parliament or M.P.'s) to the House of Commons. The Queen's representative is the Governor General. Cabinet is headed by the Prime Minister and is responsible to Parliament (the Governor General, the House of Commons and the Senate). At the provincial level, people elect representatives (Members of the Legislative Assembly or M.L.A.'s) to the Legislative Assembly. The Queen's representative is the Lieutenant Governor. Cabinet is headed by the Premier and is responsible to the Legislature (Legislative Assembly and Lieutenant Governor).

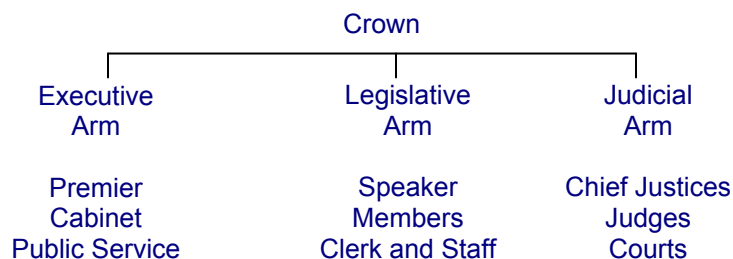
A constitutional monarchy provides for two separate heads:

- head of state; and
- head of government.

The sovereign, Queen Elizabeth II, as Queen of Canada is the head of state. When she is not present, the head of state for Canada is the Governor General, and for Saskatchewan, the Lieutenant Governor. The Prime Minister is Canada's head of government. The Premier is the province's head of government.

The Crown

The Crown is the institution which represents the power of the people above government and political parties. The Crown, represented by the head of state, retains the powers of government, while the governing party exercises the powers of government. The Crown, however, only allows the government and political parties to exercise the powers in trust for use on behalf of the people.

Figure 1. The Crown in Saskatchewan

The Crown links the provinces to the federal government and links the legislative, the executive and the judicial arms of government.

Principles of Federal and Provincial Allocation of Powers

The federal government and provincial governments have distinct powers within their jurisdictions. The federal government has been given those powers which affect Canadians in every part of Canada. The provinces have received powers which are more local in nature. Some powers, such as agriculture and immigration, are shared jointly between the two governments.

Principles of a Constitutional Monarchy and Responsibilities of the Lieutenant Governor

The sovereign personifies the Crown. The Queen is the personal symbol of allegiance, unity and authority for all Canadians and custodian of the democratic powers vested in the Crown.

The state is also personified in the sovereign. Members of the Legislative Assembly, Cabinet Ministers, public servants, military and police personnel all swear allegiance to the Queen, not to a flag or a constitution. Elections are called and laws are promulgated in the Queen's name. Court summons are issued in the name of the Queen. Judicial proceedings in criminal cases are referred to as "Regina (Latin for "the Queen") vs. _____". The superior trial court in Saskatchewan is "Her Majesty's Court of Queen's Bench for Saskatchewan". Public land is "Crown land". Public inquiries may be called "royal commissions". Government contracts are established between the individual or company and "Her Majesty" in right of the province.

The Lieutenant Governor is appointed by the federal government for a minimum period of five years which may be extended, and remains in office until a successor is appointed. She or he is the Queen's direct, personal representative, exercises the Queen's powers as head of state, and symbolizes the provincial government within confederation.

The Lieutenant Governor also, on the recommendation of the Premier:

- formally dissolves the Legislative Assembly and summons it again in the Queen's name;
- formally names the Premier and swears in the Cabinet;
- between elections, prorogues the sessions and recalls the members;
- gives royal assent to bills before they become law;
- opens the Legislature by reading the Speech from the Throne;
- signs all orders in council and letters patent; and
- represents the province and the Crown at ceremonial functions and public events.

The Lieutenant Governor of Saskatchewan is, by virtue of the office, Chancellor of the Saskatchewan Order of Merit, the province's highest honour. The Lieutenant Governor invests recipients with the order in the name of the Crown.

The federal government appoints an administrator to act in the stead of the Lieutenant Governor when the Lieutenant Governor is unavailable to ensure that there is never an interruption in the performance of the Lieutenant Governor's responsibilities.

Symbols and Ceremonial Entitlements of the Crown

The Queen and her representatives are entitled to certain honours. These include special flags, guards of honour, gun salutes, musical salutes, and uniformed aides-de-camp.

The Crown, representing the monarchy, appears on the main symbols of Saskatchewan including coats of arms, the mace in the Legislature and the Lieutenant Governor's flag. Honours such as the Saskatchewan Order of Merit are given to citizens in the Queen's name and their medals bear the Crown.

The Crown still exercises the power to recognize accomplishments by providing special awards. The title "royal" granted by the Queen to the Royal University Hospital in Saskatoon is the Crown's recognition of the contribution of this hospital to the province. The Saskatchewan Order of Merit is a provincial honour provided in the name of the Crown to recognize contributions of Saskatchewan's citizens.

Principles of Parliamentary Democracy

The principles of parliamentary democracy, followed in Saskatchewan, trace their origins primarily to the British parliamentary system. Briefly these principles are:

- the government is responsible to the people;
- there is representative government with voting by secret ballot to elect the representatives;
- Cabinet is responsible to the Legislature;
- the Legislative Assembly must meet at least once a year and there must be freedom of speech during the meetings;
- the consent of the Legislature is required for raising money to pay for government expenditures; and
- the law of the land is supreme and all citizens are equally subject to it.

Responsible Government

The form of government in Saskatchewan is that of a government responsible to the people for its actions. Elections must be held at regular intervals to ensure that governments are responsible to the people and that control remains with the people.

Representative Democracy

The maximum term of office for the Legislature is fixed by the Constitution at five years. At any time during its term, but before the end of five years, the government may request the calling of an election. When it is necessary to call an election, the Lieutenant Governor dissolves the Assembly, on the advice of the Premier, who takes the political responsibility for the calling of the election.

Citizens who have reached the age of 18 have the right to vote in a Saskatchewan election. This right is free of class, race, religious, ethnic, economic, social or sex distinctions. Each eligible voter is entitled to one vote. Voting is by secret ballot.

The number of representatives elected is based on the principle "representation by population". The province is divided into constituencies based on this principle. In an election, each constituency is allowed to elect one representative. The candidate who receives the largest number of votes is elected.

Canada and the provinces operate on a multi-party system. Each party determines its own philosophy, develops policies consistent with its philosophy, selects its own leader, and seeks support for its own candidates. Usually the party which has the greatest number of members in the Legislative Assembly forms the government and the leader of this party becomes the Premier. The governing party is required to maintain the support of the majority of the Members of the Legislative Assembly to continue to hold office.

Cabinet is Responsible to the Legislature

Cabinet is a decision-making body led by the Premier. The Cabinet is also known as the "Executive Council" and, in Saskatchewan, the Premier is "President of the Executive Council". The Premier selects elected members of the governing party to be Cabinet members, or as they are commonly referred to, Cabinet Ministers. They are appointed by the Premier and their appointments are at the Premier's pleasure. If the Cabinet loses the support of the Legislative Assembly, either the Cabinet resigns to enable the Lieutenant Governor to replace it with a new Cabinet which commands a majority in the Legislative Assembly, or the Premier calls an election to seek new members and new support.

The Saskatchewan Legislature must meet at least once a year to provide the elected representatives with an opportunity to debate current issues, to amend existing laws and to make new laws, and to approve proposed expenditures and revenue measures.

Special terms describe the meetings of the Legislative Assembly. Each time the Legislative Assembly meets is referred to as a “sitting” and each sitting is closed by adjournment. A session is made up of all the sitting days. The Lieutenant Governor opens each session with the Speech from the Throne and prorogues all sessions. All of the sessions between elections make up a “legislature”. The Lieutenant Governor, on the recommendation of the Premier, dissolves a legislature.

The consent of the Legislative Assembly, in approving raising of revenues for government expenditures, is historically rooted in the principle of “grievance before supply”. The “estimates” are an essential ingredient in this concept.

The Minister of Finance must table in the Legislative Assembly the estimates of expenditures and revenues and must outline the government’s financial policy in an address entitled the “budget speech”. The elected members have an opportunity to review the estimates, item by item. The Assembly determines when the estimates receive approval and can delay granting approval until it has debated legislation that has been proposed and other current issues.

Laws of the Land are Supreme

The laws of the land are supreme and all citizens are equally subject to them. The courts are the means by which disputes are adjudicated.

With respect to criminal law, judges, and in some cases juries comprised of citizens, hear cases to determine guilt or innocence based on the evidence presented. Those who have been accused of criminal offences are presumed innocent until proven guilty.

With respect to civil disputes, judges hear cases and determine the validity of the claims of the parties. Juries in civil cases are rare.

All individuals, governments and corporate bodies must obey the laws of the province and the country.

2. The Structure of Government

The constitutional framework of the Saskatchewan government consists of written documents and guidelines developed over years of experience. The *Constitution Acts, 1867 to 1982* (and which include the *Canadian Charter of Rights and Freedoms*) and the *Saskatchewan Act*, (passed in 1905) are the laws which establish the constitutional framework. Court judgments and conventions supplement the written laws.

Powers of the Crown

The prime responsibility of the Lieutenant Governor as the custodian of the powers of the Crown is to ensure that there is always a first minister (Premier) and government in office. After an election, the Lieutenant Governor calls upon the person whom she or he believes commands a majority of the support of the Members of the Legislative Assembly (normally the leader of the party which holds the majority of seats in the Assembly) and asks that person to become first minister and to form a government. If no party holds a clear majority in the Legislative Assembly, the Lieutenant Governor must, none the less, determine which elected member may be able to command a majority in the Assembly and must ask this member to serve as first minister and to form a government.

If a government is defeated in the Legislative Assembly, the Lieutenant Governor may ask someone else whom she or he believes would be able to command a majority of the members to be first minister and to form a government. Alternatively, the Lieutenant Governor may dissolve the Assembly and call an election.

The duty of calling upon someone to be first minister and to form a government also falls on the Lieutenant Governor if the Premier resigns, dies, or becomes incompetent while in office.

Most of the Crown's powers have been delegated to the Legislative Assembly. The Crown, however, does retain the power to intervene and dismiss governments. This power has not been used in Saskatchewan but is kept primarily as a safeguard to protect the province's democratic form of government.

Three Arms of Government

Government has three arms: the legislative (Lieutenant Governor and elected members of the Legislative Assembly); the executive (the Lieutenant Governor, the Premier and Cabinet Ministers); and the judicial (the courts).

The Crown is part of the Legislature but as a practical matter the Legislative Assembly exercises virtually all of the legislative powers, namely:

- spending powers by ratifying financial proposals;
- legislative powers by ratifying legislation proposed; and
- powers of inquiry by seeking information, debating the executive's initiatives and representing the interests of the people.

Since the Legislative Assembly does not have the time to deal with all of the complex issues that arise on a daily basis, the legislative arm often delegates its powers to the executive, ministers or other individuals, or to Crown corporations, agencies, board and commissions.

The executive arm is responsible for governing and for initiating policy. The Executive Council of the executive arm is responsible to the Legislature and must retain the confidence of the Legislature or resign.

The judicial arm interprets statute law and common law and adjudicates disputes arising from these laws or disputes arising from the actions of the Executive Council or others made under the authority of powers delegated to them by the Assembly. The judicial arm also ensures that the Legislative Assembly acts within the authority given to it by the constitution.

The legislative and executive arms are closely interdependent with the Executive Council composed of Members of the Legislative Assembly, and retaining power only so long as it has the confidence of the Legislative Assembly. By contrast, the judicial arm is completely independent of the government of the day, to ensure impartial adjudication of disputes, according to law.

The Crown and the Legislature

As stated earlier, the Lieutenant Governor's duties in the Legislature symbolize the role of the Crown as the formal repository of power in the state.

Various terms and phrases used in the Assembly recognize the monarch's role. Appropriations for public spending are prefaced by a request to the Lieutenant Governor from the Assembly that certain sums "be granted to Her Majesty". The phrase, a "humble address" to the Lieutenant Governor is used to indicate the respect owed to the custodian of the powers of the state. The official Opposition is known as "Her Majesty's Loyal Opposition" indicating the Opposition's as well as the Government's allegiance to the monarch.

Before bills can become law, the Lieutenant Governor must come to the Legislative Assembly and give royal assent. The monarch is recognized as the custodian of power by the introductory phrase on all bills, "Her Majesty, by and with the advice and consent of the Legislative Assembly of Saskatchewan, enacts as follows:". The Lieutenant Governor nods to indicate royal assent is given and the Clerk of the Legislative Assembly states, "In Her Majesty's name, Her/His Honour the Lieutenant Governor doth assent to this bill".

The Crown and the Executive

By long-standing convention, the executive powers of the sovereign are exercised only "on advice" of the Premier and government of the day. The Lieutenant Governor, although technically free to refuse advice, by convention invariably accepts it. In so doing, the Lieutenant Governor gives final legitimacy to the acts of the government, fulfilling the role of the Crown as repository of power on behalf of the people. Executive acts are formally accomplished by orders of the "Lieutenant Governor in Council", and are known as orders in council. The Lieutenant Governor must sign these orders for them to be valid.

Executive power, of course, is actually exercised by the government of the day. The Cabinet is called the "Executive Council". In Saskatchewan, the Premier is "President of the Executive Council".

While bound to accept the advice of the Premier and Cabinet Ministers, the Lieutenant Governor can exercise considerable influence. The British constitutional expert Walter Bagehot has stated that the sovereign has three rights: the right to be consulted, the right to encourage, and the right to warn. In this context, the Lieutenant Governor, as head of state, is to be non-partisan and politically neutral. The Premier, as the head of government and leader of a political party, is partisan and politically active.

The Crown and the Judiciary

The judicial arm's prime responsibility is to interpret laws and to adjudicate disputes, impartially and independently of the government of the day.

Depending on the court they serve, judges are appointed by the federal or provincial government. The federal government appoints justices of the Supreme Court of Canada, of the Federal Court of Canada and of the Superior Courts of the provinces. All appointments to the Court of Appeal for Saskatchewan and Court of Queen's Bench for Saskatchewan are made by the federal government. The provincial government appoints judges to the Provincial Court of Saskatchewan, traffic justices to the Traffic Safety Court of Saskatchewan and justices of the peace.

The judiciary, once appointed, is independent and not subject to influence by Cabinet, the Legislative Assembly, or others. This independence is necessary to free judges from concerns about arbitrary removal and pressure and to foster an environment which allows for impartial decisions.

B. The Executive Arm of Government

Government Policy

The executive arm of government is responsible for developing policy and governing. In Saskatchewan, *The Government Organization Act* provides the authority for appointment of the President and Members of Executive Council and for the organization of the structure of government. Cabinet is the link between the executive and legislative arms of government and between the policy making and policy implementing bodies of government.

1. Composition of the Executive Arm

The executive arm of government consists of the Lieutenant Governor, the Premier and Cabinet Ministers. The Premier is appointed by the Lieutenant Governor. To assist the Premier in making the necessary decisions and to help with the workload related to managing the provincial government, the Premier chooses ministers to serve in the Cabinet.

The Premier and the ministers make up Executive Council. When a decision is required to be made by the Lieutenant Governor on the advice of Cabinet, it is referred to as a decision of the "Lieutenant Governor in Council". The common term for Executive Council is, however, "Cabinet".

The President of the Executive Council in Saskatchewan, is traditionally the Premier, that is the leader of the party normally having the majority of the seats in the Assembly.

The Members of the Executive Council, or the “Cabinet Ministers”, are normally Members of the Legislative Assembly and of the party having the majority of seats in the Assembly.

2. The Government Organization Act

Under the authority of *The Government Organization Act* the Lieutenant Governor, on the advice of the Premier, appoints the President and Members of Executive Council (the provincial Cabinet) and determines the titles by which the ministers shall be known.

The Government Organization Act allows the Premier to determine the departmental structure of the government. The Premier as President of Executive Council, by order in council, may establish, disestablish, continue or vary any department and may determine or change the names of departments. The Premier, by order in council, may also assign to ministers, and transfer from one minister to another, powers and responsibilities for administration of specific acts, specific portions of acts, or parts of the public service.

Legislative Authority for Departments

The Government Organization Act is the legislative authority for departments organized under this Act and amalgamates the standard powers found in most departmental acts so that any department created under *The Government Organization Act* receives the power to create a seal, engage a staff, hire advisors, appoint advisory committees, enter agreements and make grants.

The departments which are under the authority of *The Government Organization Act* have their objects and purposes defined in regulations.

The Government Organization Act also allows the Premier to establish Cabinet committees and to appoint legislative secretaries.

3. Cabinet

Cabinet operates on the principles of confidentiality, consensus and solidarity.

- **confidentiality** - all matters discussed and debated in Cabinet must be kept secret. This secrecy allows ministers to express their opinions freely, present arguments to support their recommendations and disagree with their colleagues on the merits of various proposals without being singled out later for non-support of government policy. The principle of confidentiality encourages vigorous debate and thoughtful analysis of issues during the decision making step and before decisions are finalized;

- **consensus** - agreement is reached through discussion and consensus. Discussion continues until all ministers have had an opportunity to speak to the issue and the alternatives available are debated. At the end of the discussion, a decision to proceed with a specific option is reached by consensus. If there is no consensus, the item is held. A held item may be returned to a future agenda at the request of Cabinet, if the minister has further information to support his or her recommendations, or if the originating minister wishes the subject revisited;
- **solidarity** - once a decision is reached, all Cabinet Ministers publicly agree with it and support it. If a minister is unable to support a decision, his or her alternative is to resign from Cabinet. The practices of confidentiality and consensus contribute to solidarity as ministers share in arriving at a decision and know that their colleagues will share the responsibility for explaining and defending the decision in the Legislative Assembly and to the public.

Cabinet's Powers

Cabinet operates and performs its prerogatives only through the powers and duties assigned to the Lieutenant Governor in Council by the Legislative Assembly or permitted by prerogative determined by common law.

Functions of Cabinet

Cabinet, as the executive of government, determines the government's policies, priorities, legislative agenda and budget. It is accountable to the legislature and to the people for the government's policies, programs, expenditures and administration.

Specific functions of Cabinet include:

- to set government policy and determine government priorities;
- to review budget proposals, appropriations and revenue sources for each fiscal year;
- to exercise specific authority delegated to the Lieutenant Governor in Council by the Legislative Assembly;
- to determine legislation requirements and to approve draft bills;
- to appoint individuals to agencies, boards and commissions when the Assembly has delegated to the Lieutenant Governor in Council power to make these appointments;
- to initiate, revise or delete programs;
- to review Cabinet committee recommendations;
- to make decisions respecting all proposed orders in council and regulations.

Cabinet connects the legislative arm to the executive arm:

- executive power is vested in the Crown, but the Crown acts upon the advice of the Premier and Cabinet;
- Cabinet is the servant of the Crown, but plans the activities of the Crown and formally requests the Crown to give its official approval;
- Cabinet is a servant of the Legislature but also leads and directs the Legislature.

Cabinet-Public Service Link

Cabinet uses the public service extensively as one of its major providers of information and recommendations respecting policies, programs and financial requirements. The public service is expected to carry out Cabinet's decisions on these matters promptly and within the intent of the decision.

4. Cabinet Ministers

Appointment of Ministers

The Premier selects Cabinet ministers, determines their order of precedence, and by order in council assigns their titles and their responsibilities for acts, offices, corporations and other entities, and their appointments to Cabinet committees.

An office may be a department, a secretariat, or another similar agency of executive government.

The assigned title indicates which office (or offices) ministers have been assigned to preside over and what other responsibilities have been assigned to them. The title is usually "Minister of _____" or "Minister Responsible for _____". Sometimes the Premier determines that the responsibilities of a department require more than one minister to preside over the department. Therefore, the Premier will appoint an additional minister to preside over the department, along with the main minister. This responsibility is designated in the title "Associate Minister of _____". These associate ministers are, in every sense, however, full ministers of the Crown.

All ministers take three oaths: Oath of Allegiance; Oath of Office; and Oath of Members of Executive Council. Ministers serve at the Premier's pleasure. If the Premier resigns, the ministers' appointments are terminated.

Cabinet Ministers are responsible to the Premier, their Cabinet colleagues and the Legislative Assembly.

Schedules I and II

The schedules of the order which appoints ministers provide the details of the responsibilities assigned to the ministers.

Schedule I - lists the ministers, in order of precedence, the offices for which they are responsible, their responsibilities for agencies, boards, and their Cabinet committees. Schedule I also specifies which ministers are to act for other ministers when the minister who is normally responsible for the portfolio is unavailable. The order of precedence is a further reference for determining which minister is to act when both the minister and his or her acting minister are absent. In this circumstance, the person with the first name on the list after the Premier's name, becomes the acting minister. If he or she is not available, the next person on the list is the acting minister. This selection process is repeated until a minister is available.

Schedule II - identifies the minister who is responsible for each Act.

Appendix “A” provides recent Schedules I and II. Amendments are often required. These are published in The Saskatchewan Gazette and on the Department of Executive Council website www.executive.gov.sk.ca. (All appendices appear at the end of the manual.)

Mandate Letters

In addition to the responsibilities assigned to ministers by order in council, the Premier may, by letter, clarify ministers’ mandates. The purpose of these letters is to delegate, to specific individuals, responsibility for monitoring certain areas of activity in order to ensure that government objectives are being met.

Legislative Secretaries

Legislative secretaries are appointed to help ministers with the workload attached to the portfolio the minister has received. They are appointed by order in council for a term which expires December 31 of the year in which the appointment was made, or when the person ceases being a Member of the Legislative Assembly.

5. Cabinet Committees

Just as the Legislative Assembly needs to delegate some of its powers to others to make decisions and manage the day to day activities related to governing, Cabinet committees are created to gather and analyze information for, and to recommend appropriate action to, Cabinet.

The Premier is responsible for deciding what committees are needed, what functions they will perform, and who their members will be. All Cabinet committees must be chaired by a minister. Frequently, legislative secretaries and Members of the Legislative Assembly of the party with a majority in the Assembly (government caucus) will be appointed to Cabinet committees. Sometimes the Premier may appoint other non-members to Cabinet committees.

Several Cabinet committees play a critical, continuing role in the decision making and decision implementing process. These include the Committee on Planning and Priorities, Treasury Board, Committee on Public Sector Compensation, Legislative Instruments Committee, and Crown Investments Corporation Board.

C. The Public Service

1. Offices

An office of government is an organizational unit of government created for the purpose of managing related programs. An office may be a department, a secretariat, a foundation or any other similar unit which manages related programs and is presided over by a minister. An associate minister may also preside over the office with the minister.

Offices may be:

- central agency - provide support to executive government and all departments; or
- line - deliver services and programs to residents.

2. Procedures for Establishing Offices of Government

The Premier is responsible for determining the number and types of departments and other offices required and for assigning names to these offices.

Offices are established, disestablished, continued and varied by regulation under the authority of *The Government Organization Act*. Some departments have their own departmental acts. The Department of Executive Council is responsible on behalf of the Premier for departmental organization.

3. Role of the Public Service

The public service carries out a legislative mandate given by the Assembly. One of its responsibilities is to be aware of public opinion and reaction to government policies and programs and to serve Cabinet by:

- providing Cabinet with information and recommendations respecting policies, programs and financial requirements; and
- implementing Cabinet's decisions promptly and within the intent of the decision.

Permanent Head

The Premier selects the permanent head, usually deputy minister, president or secretary.

The permanent head is the chief policy advisor to the minister:

- identifying needs and consequences of various alternatives;
- suggesting methods of coping with emergency issues;
- pointing out possible problem areas;
- anticipating and noting positive and negative reaction and their sources; and
- assessing feasibility.

The permanent head is also the chief administrative officer of the office:

- communicating government priorities and Cabinet's direction to department staff;
- providing organizational leadership;
- controlling resources; and
- serving as the liaison with other departments and agencies and other significant groups.

Legislative Officer of Department, Secretariat, Agency

The legislative officer is the intermediary between an office of government and the Cabinet Secretariat. The legislative officer:

- keeps up to date on current Cabinet procedures, submission formats, quantity requirements, routing requirements and deadlines;
- co-ordinates the preparation of the office's requests for decision for new legislation or legislation amendments and drafting instructions and monitors the progress of drafting instructions and draft bills through the Legislative Instruments Committee, the Assembly and if necessary, through proclamation of the act;
- co-ordinates and monitors the preparation of the office's orders in council, regulations and other documents to be submitted to Cabinet; and
- maintains records of and retains copies of all acts and regulations governing the office or administered by the office, retains copies of all Lieutenant Governor in Council or minister's orders and regulations required by the office, and retains copies of all bylaws of organizations and associations whose acts have been assigned to the minister.

Staff of Department, Secretariat, Agency

Staff can be very helpful to permanent heads by:

- being sensitive to the priorities of the government;
- monitoring the environment, its problems and opportunities;
- knowing when a minister will want to or must seek Cabinet's approval;
- being able to prepare appropriate submissions;
- representing the minister well; and
- implementing decisions promptly.

Sensitivity to Government Priorities

Several means are available to help identify current government priorities.

The throne speech outlines the government's priorities. The opening of each session of the legislature begins with a new throne speech.

The budget speech and estimates specifically identify which programs will receive priority and how much money will be allocated to them.

Other cues such as policy papers and creation, amalgamation and disestablishment of programs, departments and other offices of government also are indications of government priorities.

Monitoring the Environment

Monitoring the environment includes observing, anticipating and preparing:

- observing - problems, gaps, opportunities, trends;
- anticipating - needs for study, intervention, new programs, program changes;
- preparing - initiatives, alternatives, background data and supportive information.

Familiarity with Cabinet Requirements and Procedures

Becoming familiar with the acts the minister is responsible for administering and knowing when a minister should or must go to Cabinet helps one anticipate when submissions are likely to be needed. Consult the legislative officer or Cabinet Secretariat for information about the formats for Cabinet documents and the requirements for preparing each format.

Representing the Minister

Government officials represent ministers at some Cabinet committee meetings, such as the Legislative Instruments Committee or Treasury Board. The purpose of the official's presence is to provide information, specifically a summary of the highlights, answers to questions, clarification of some of the details, and background to the issue. There are other Cabinet committees, such as the Committee on Planning and Priorities where Ministers, along with their officials, are required to be present to discuss items under their purview.

Implementing Decisions

Decisions can be implemented in a variety of ways:

- programs;
- regulations;
- legislation;
- orders in council;
- maintaining status quo.

Sometimes several implementation methods are needed. Regardless of the method of implementation, Cabinet expects implementation to begin promptly, and to be carried out effectively.

D. Agencies and Advisory Committees

What an Agency Is

Agencies such as Crown corporations, boards and commissions are created by the Legislature to fulfill specific needs. While they are not strictly part of executive government, they are responsible through their chief executive officer and/or chairperson to the minister assigned responsibility for them. The minister responsible is their Cabinet and Legislative Assembly spokesperson.

What an Advisory Committee Is

Advisory committees are committees established to advise a minister about matters for which he or she is responsible. Advisory committees may be established by the minister if their term will be less than one year. If their term is to be more than one year, they must be established by an order in council.

1. Crown Corporations

Crown corporations in Saskatchewan are either created by a specific statute passed by the Legislative Assembly or by an order in council pursuant to Part III or IV of *The Crown Corporations Act, 1993*.

(a) Types of Crown Corporations

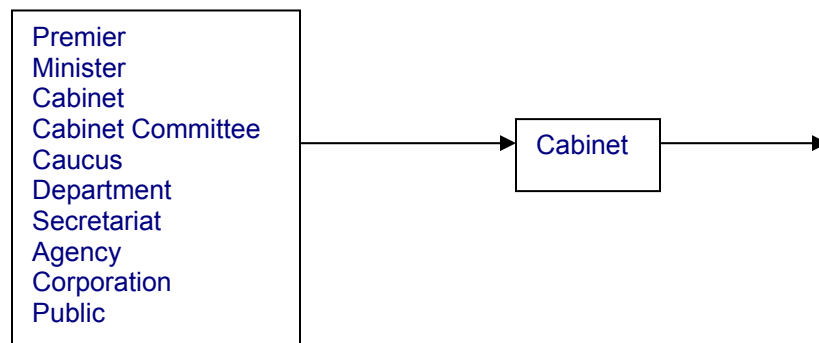
Crown corporations may be set up for a variety of purposes. Some are commercial, such as SaskTel and SaskPower. Some have both a commercial and regulatory function such as Saskatchewan Government Insurance (SGI). Some manage government programs, such as the Saskatchewan Crop Insurance Corporation.

Certain Crown corporations are designated as corporations to which Part III of *The Crown Corporations Act, 1993* applies. Where that designation has occurred, Crown Investments Corporation exercises a certain amount of managerial responsibility for the conduct of the affairs of that particular Crown corporation. The degree of managerial responsibility varies from Crown to Crown. Where such a designation has not occurred, the Crown corporation is regarded as a Treasury Board Crown and is normally subject to Treasury Board directives regarding expenditures. Examples of Crown Investments Corporation Crowns include SGI, SaskPower and SaskTel. Examples of Treasury Board Crowns include the Liquor and Gaming Authority and the Saskatchewan Research Council.

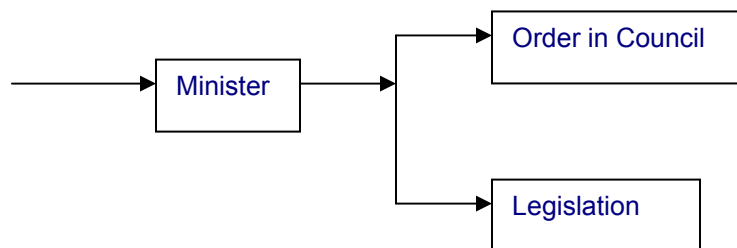
(b) Procedures for Establishing Crown Corporations

Cabinet approval is required to establish a Crown corporation. A request for decision must be prepared to obtain this approval.

Figure 2. Establishment of an Agency by Cabinet and if necessary the Legislature



1. Initiation of creation of an agency and Cabinet approval to proceed.



2. Implementation of Cabinet's decision.

2. Boards and Commissions

(a) Types of Boards and Commissions

A board or commission is an organizational unit that fulfills specific needs and that has a life span of several months to several years.

Boards and commissions normally perform one or more of the following functions:

- regulatory - primary function is either the control of public or private sector operations which have been authorized by legislation, or the exercising of an appeal or licensing function;
- advisory - primary function is to provide information and recommendations;
- commercial - direct provision of goods and services.

Financial and administrative support and source of members for boards and commissions varies greatly:

- funding - government may provide total or partial funding out of the General Revenue Fund or through capital contributions, or funds may be collected from the public by means of levies or licensing fees;
- administrative support - department may provide administrative support or may allow use of government facilities;
- members - government may appoint more than half, less than half or no members.

(b) Procedures for Establishing Boards and Commissions

Boards and commissions are formally established by legislation. However, there have been examples where a board or commission has been temporarily established under Part IV of *The Crown Corporations Act, 1993*.

The need for a board or commission may be identified by the Premier, a minister, Cabinet, caucus, a department, secretariat, agency, corporation, or the public.

Cabinet approval is required to establish all boards and may determine whether the board or commission, if approved, should be created by an order or by enabling legislation. A request for decision or Cabinet Decision Item (CDI) must be prepared to obtain this approval. The steps in establishing boards and commissions when Cabinet approval is required are the same as in establishing Crown corporations and are shown in Figure 2.

Cabinet reviews the request to determine whether the program or function should be performed, whether the board or commission form of organization is the most appropriate and effective means of operation or performing the function, and whether a new board or commission should be created or an existing board or commission modified.

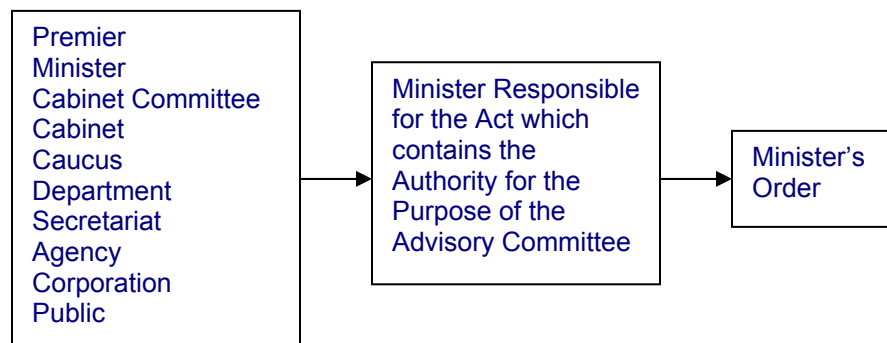
The minister is responsible for implementing a decision to establish a board or commission. If an order in council or legislation is required, the approval of the implementation details by a Cabinet committee and Cabinet will be required.

3. Advisory Committees

Advisory committees may be established by a minister to advise that minister on a short-term or long-term basis about matters for which he or she is responsible.

If the minister is creating an advisory committee with a term of less than one year, once the need has been identified he or she usually issues a ministerial order to bring the committee into being. This committee has a term of not more than one year. The process is illustrated in Figure 3.

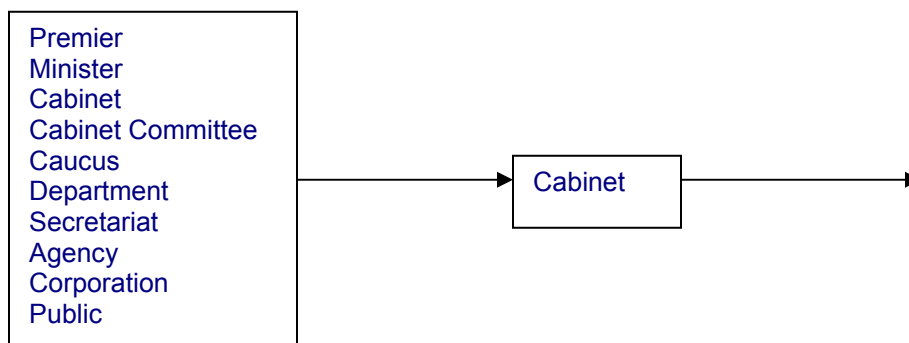
Figure 3. Establishment of an Advisory Committee by a Minister



Initiation, decision-making and implementation steps in creating advisory committees with terms less than one year.

If the minister wishes to create an advisory committee with a term of longer than one year, or to create an advisory committee to deal with a sensitive policy area, Cabinet approval is required. Normally, this approval is obtained by submitting a recommendation for an order in council to Cabinet. If the committee will have a high profile or the mandate of the committee is complicated or controversial, a CDI may be required.

The steps in creating an advisory committee with a term of longer than one year are shown, as follows, in Figure 4:

Figure 4. Establishment of an Advisory Committee by Cabinet

1. Initiation of establishment of an advisory committee when Cabinet approval is required.



2. Implementation of Cabinet's decision.

Once the establishment of the advisory committee is approved, the minister may establish the committee and appoint the members by minister's order.

4. When is an Agency Structure Appropriate?

Delivery through an agency structure is often preferable to delivery by a government department when:

- the delivery of the program or function should not be subject to the direct influence of public servants or the minister. Quasi-judicial functions, for example, are suited to board and commission delivery because separating the appeal process from the delivery process eliminates potential conflict of interest situations;
- the delivery of the program or function requires more operational flexibility than governments have. The level of adherence to government policies and practices needs to be clear when agencies are created for this purpose;
- the program or function requires close and continuous participation and/or involvement of the public or community groups;
- the program or function requires the close participation of the business sector;
- advice or information is required on a continuing basis or a cross-section of opinion is required and this information or opinion cannot be obtained impartially or economically from other sources.

5. Content Requirements in Documents Establishing Agencies

The following areas should be reviewed to determine whether they should be specifically referred to in enabling legislation or other documents establishing agencies:

- the purpose, role, powers and duties of the agency;
- the relationship with other government organizations in order to ensure a new agency will not create duplication, gaps or overlaps in services and/or authority;
- if the agency is to be incorporated, whether the provisions of *The Crown Corporations Act, 1993* are applicable;
- the responsibilities of the minister for program policy direction and administrative direction;
- the reporting relationship of the agency and the agency head to the minister;
- the size, composition and appointment process for members of the governing board. These considerations should include:
 - term of appointment in accordance with policy;
 - reappointment and removal provisions;
 - status of the chairperson, vice-chairperson and members for a quorum;
 - requirements for a quorum;
 - how unexpired terms of office should be filled;
 - application of conflict of interest guidelines;
- rates of remuneration and expenses which may be claimed including the approving authority and method of reimbursement. (Treasury Board is responsible for establishing remuneration rates on a per diem basis for agencies other than Crown Investments Corporations and Crown corporations. Separate rates are established for high, medium and moderate levels of authority.) Clarification should be made with regard to “employee” or “hold an office” status. Clarification should also be given with regard to applicability of *The Public Service Regulations, 1999* regarding expenses;
- protection of members from civil liability;
- provisions for the engagement of technical or specialist staff, and designation of the approving authority;
- the status of the full-time staff with regard to:
 - method of hiring and/or appointing;
 - self-funded under authority of its own act, including: what authority the agency has to make loans or borrow funds; what restrictions apply in the establishing of reserve funds, etc.; whether receipts can be used to finance the agency’s own administrative expenses; and where it administers a fund, what responsibilities for the fund rest with the treasurer as custodian;
- designation of auditing procedures and authorities;
- power to establish and delegate authority to subsidiary organizations;
- whether there is to be specific authority granted for capital acquisitions, and the procedures to be used for same;
- specific reporting requirements, their content, and method of presentation;
- the agency’s ability and authority, if given, to make, implement, enforce and revise regulations.

Numbers of Members and Type of Appointments

Factors to consider in the recommendation for number of members required and the number of government appointments include:

- workload - usually the least number of members to perform the tasks or provide the information. Where consistent with the function, committee membership may be replaced by part-time or special consultant's positions. Membership of committees which meet frequently should be large enough to minimize the workload for any one member;
- quorum requirements - especially important in inquiries, hearings, appeals;
- geographic/regional representation - ensure that views from all areas of the province, and in some cases specific areas of the province, are represented;
- gender balance;
- youth representation;
- aboriginal representation;
- immigrant representation;
- disabilities representation;
- special interests - some agencies require input from groups with special interests;
- type of expertise - some agencies require members with specialized knowledge and experience while others require members with varied knowledge and experience;
- support for government policy - the number of government appointments reflects the level of influence government may wish to have.

Remuneration Levels

Remuneration levels are based on the principle that appointments provide individuals with an opportunity to render public service without creating a financial burden for these individuals. Remuneration levels are not expected to provide the same level of income one would receive if this service were provided or task done as part of earning one's income.

Remuneration levels consist of two components:

- an honorarium for the work the person has done; and
- an allowance for travel and sustenance.

Levels of responsibility are classified by Treasury Board as high, medium and moderate. Factors to consider when determining the level of responsibility include:

- level of responsibility of the agency:
 - high - the agency makes precedent setting decisions of a quasi-judicial or judicial nature. It typically has a relatively high public profile. Members are normally professionals working in their professional capacity on the board, commission or committee;
 - medium - the agency makes non-precedent setting decisions or provides senior level recommendations. It does not have a high public profile. The membership usually has a background in the discipline with which the board, commission or committee is primarily concerned;

- moderate - the agency makes routine decisions within clearly prescribed parameters or provides general advice. The membership is usually composed of appointees selected to ensure that members of the general public are aware of and are involved in the process of government;
- level of qualifications of the members:
 - technical - requires a high level of education directly related to the function of the agency;
 - trade - requires a working knowledge with related experience pertinent to the function of the agency;
 - non-specific - the education and working experience of the member does not have to be in the same subject area as that of the agency;
- conditions justifying the use of retainers:
 - level of public stature - an unusually high level of public stature is needed to fulfill the prescribed duties;
 - overhead costs - inordinately high overhead costs borne by a qualified individual which render the per diem inadequate;
 - preparation time - the time required to prepare for meetings far exceeds the meeting time, thereby rendering the per diem inadequate;
 - effect on appointee's vocation - the total time required to fulfill the duties restrict the appointee's normal vocation.

The reimbursement rates for each level of responsibility are recommended by Treasury Board Branch of the Department of Finance. Cabinet revisits the appropriateness of these rates for specific agencies as orders in council come forward to confirm the rates.

Civil servants who are appointed to serve on the board of an agency serve as part of their government responsibilities and are not entitled to honoraria but may claim travel and sustenance expenses from their employer.

Remuneration for members of Crown corporation boards are normally established by the Crown corporations themselves without reference to Treasury Board guidelines.

Terms of Appointment

The legislation authorizing the creation of an agency may provide for a fixed term or may provide discretion respecting the length of term:

- fixed terms - the appointment expires at the end of the term unless sooner eliminated. If a reappointment provision is present, and the minister so wishes, the individual may be reappointed subject to the conditions of the reappointment provision;
- term not fixed - these appointments are qualified with two to three year terms allowing the minister to review the appointments to the agency systematically. The minister may terminate the appointments before the term expires in order to make changes to the composition of the board.

When suggesting length of terms, consider:

- the need for continuity and stability; and
- the need to ensure staggering of terms to prevent all terms from expiring the same year.

The Interpretation Act provides that all appointments are at pleasure unless the legislation or order expresses a contrary intention. To ensure this is clear, all appointments should indicate that the person is appointed “to serve at pleasure for a term not exceeding...”

Lifetime of Agency

The expected lifetime of the agency should be determined when the agency is established. An exact termination date (sunset date) may be suggested or the date when the agency should be reviewed to determine whether it is still needed.

6. Role of Agency Staff

Chief Executive Officer or Chairperson

The chief executive officer may be a president, general manager or chairperson. Corporations and agencies may have both a chief executive officer and board chairperson. Cabinet usually approves the appointments to these positions.

Chief executive officers and chairpersons, like permanent heads, are major policy advisors to their ministers.

In addition to keeping abreast of and keeping the minister briefed on major issues or trends affecting the industry or within the mandate of the corporation or agency, the chief executive officer or chairperson, as the minister’s advisor on government policy requirements for the corporation or agency, is responsible for ensuring Cabinet is kept informed and Cabinet approval is obtained as required.

Legislative Officer

The legislative officer of a Crown corporation or agency is the intermediary between the corporation or agency and the Cabinet Secretariat. The legislative officer:

- keeps up to date on current Cabinet procedures, submission formats, quantities required of specific types of documents, routing requirements and deadlines;
- co-ordinates the preparation of requests for decision for new legislation or legislation amendments and drafting instructions and monitors the progress of drafting instructions and draft bills through the Legislative Instruments Committee, the Assembly and if necessary, through proclamation of the act;
- co-ordinates and monitors the preparation of orders in council and regulations; and
- maintains records of and retains copies of all acts governing the corporation or agency or administered by the corporation or agency and retains copies of all Lieutenant Governor in Council and minister’s orders and regulations required by the corporation or agency.

Corporation or Agency Staff

Corporation staff can assist their chief executive officers and/or chairpersons and their legislative officers in a variety of ways:

- being sensitive to government's current priorities, particularly those identified in the throne speech, budget speech and public announcements;
- monitoring the environment, its problems and opportunities, gathering the information needed to document changes, and identifying ways of meeting challenges;
- knowing when the minister will want to obtain Cabinet's approval before proceeding and being able to prepare the appropriate submission;
- representing the minister effectively at Cabinet committee meetings; and
- implementing Cabinet's decisions promptly.

Chapter III.

OVERVIEW OF THE CABINET PROCESS

PREFACE

The Premier and the Cabinet rely on thoughtfully developed and rigorously analyzed recommendations to make informed public policy decisions. They must understand the variety of interests involved, the different facets of the issue, and the realistic choices available to solve a problem or seize an opportunity. Cabinet decision-making relies on processes that facilitate the flow of information to and from the decision-makers and that accurately and clearly communicate the decisions taken and how they are to be implemented and communicated. The specialized set of procedures that support the decision-making responsibilities of the Premier, Ministers and Cabinet are referred to as the Cabinet system.

This chapter has been organized into five sections, each of which may be read as a stand-alone unit:

- A. **Policy** - an overview of what is meant by public policy and Saskatchewan's approach to developing public policy.
- B. **Framework for the Cabinet System** - a description of the vision, purpose, application, principles, and goals of the Cabinet system.
- C. **Key Government Organizations and Positions** - an identification of the government organizations and specific positions within government organizations that often must be involved or consulted in the development of public policy and the roles of each.
- D. **Structures of the Cabinet System** - the major structures of the Cabinet system and their roles or mandates.
- E. **Processes in Policy Development** - a brief description of the major steps in policy development and the linkages and means of co-ordination.

A description of a Cabinet system is a snapshot of the system at a particular time. Cabinet systems change to fit new needs and changes in the environment. The Cabinet system, as described in this manual, reflects Saskatchewan's most recent evolution. The system has built on the strengths of previous Cabinet systems and effective approaches used in other jurisdictions, and has incorporated new processes and procedures in order to better meet the needs of complex and integrated decision-making.

A. Policy

1. Public Policy

The government is responsible for the development and implementation of public policy. The word policy, however, can have different meanings to different people who are part of government. At political levels it might be very broad visions of ideals and directions that articulate the kind of society the government believes is desirable. It might also express something the government wants to change or a condition or relationship the government wants to sustain. At the level of senior decision-makers, policy may mean new initiatives or changes the department wants to recommend to the minister. At middle management and supervisory levels, policy may mean the approved method of running a program. At the level of the ordinary citizen, policy might mean "What has the government

done to make my life, business or world better?" Timothy Plumptre¹ offers the following definition of government policy:

“A policy consists of intentions or objectives, to be given effect through law, regulations, or expenditures, or in other ways, that define the government’s view of how some aspect of society should evolve or conditions that should prevail. A policy may prescribe how certain institutions or individuals are expected to behave, or it may define certain benefits members of the public will receive (or penalties they will suffer) under specified conditions.”

2. Rationale for Systematic Processes for Developing Public Policy

A government must be able to:

- set goals and objectives;
- develop and implement a plan for reaching its goals and objectives; and
- evaluate the implementation of the plan.

Government can only achieve these things if it can establish policy development processes and policies that allow them to occur. The framework, structures, processes and documents that facilitate public policy development are referred to as the Cabinet system.

3. Public Policy Development

In the provincial government, public policy development begins with the development of frameworks and thereafter sectoral/multi-sectoral, program, and operational policies. Such frameworks may include:

- values of the Saskatchewan people and of the government;
- the current situation and key issues;
- vision and guiding principles;
- purpose of the framework and scope of application;
- goals, objectives and performance measures;
- implementation plan and milestones;
- communications strategy.

B. Framework for the Cabinet System

1. Vision

Saskatchewan’s Cabinet system will facilitate efficient, effective, informed decision-making yielding durable, affordable decisions, which are appropriately and clearly communicated and promptly and completely implemented within acceptable time frames.

¹Plumptre, Timothy W. *Beyond the Bottom Line: Management in Government*. Halifax: The Institute for Research on Public Policy, 1988.

2. Purpose

Saskatchewan's Cabinet system gives effect to the principles, requirements, structures and processes that guide public policy formulation, decision-making, communication and implementation.

3. Application

All government organizations including departments, Crown corporations and provincial agencies, and all Ministers' offices are part of the Cabinet system and in most cases subject to its requirements. The government caucus and caucus committees must be aware of the framework in order to work effectively with the executive arm of government. The executive arm must be sensitive to the roles and information requirements of the government caucus, the caucus committees and the links between the executive and legislative arms.

4. Principles

Democratic Governance - Governance in the context of the Government of Saskatchewan refers to the prerogatives, practices, protocols, conventions, and relationships that exist on both a formal and informal basis among the various participants responsible for the leadership and stewardship of the province. Saskatchewan is a province of a federal state in which the form of government is that of a parliamentary democracy and constitutional monarchy. Both the state and the provinces have specific powers, and in some instances shared powers, with the powers defined in written constitutions. The Crown, which is the institution that represents the power of the people above government and political parties, retains the powers of government while the governing party exercises the powers of government. The sovereign, who when not present, is represented at the provincial level by the Lieutenant Governor, is the head of state. The formal executive powers of the government are vested in the head of state. As a parliamentary democracy, the sovereign and the representatives of the sovereign govern through a Cabinet which consists of elected representatives of the people. The Cabinet is headed by a first minister (head of government and Premier) and is responsible to all of the elected representatives (Legislative Assembly) for its decisions and actions. The Crown links the provinces to the federal government and links the legislative, executive, and judicial arms of government. The Cabinet links the executive and legislative arms of government.

Leadership and Stewardship - Leadership refers to the responsibility to set strategic direction and to supervise the actions required to implement the direction. Stewardship refers to the responsibility to manage and safeguard resources.

Premier's Prerogative - The Premier is responsible for determining the organization of government, establishing a Cabinet and the rules that govern the operation of Cabinet, and fostering collective responsibility for making decisions. The Premier is also responsible for liaison with the caucus and party on political and policy matters, serving as the primary spokesperson for the government, and articulating the government's vision, values, goals, and priorities.

Collective Responsibility - The Premier and ministers, as members of Cabinet, are responsible for the policies, management and actions of the government as a whole. They are responsible to the party, the public and the Legislative Assembly.

Ministerial Responsibility - Ministers are the political heads of departments, and/or Crown corporations or agencies and are responsible for bringing to Cabinet the policy, budget, and other proposals that are part of their assigned responsibilities or those delegated to them by the Legislative Assembly. They are responsible for stating their views in Cabinet as a participant in a collective decision-making process (in which decisions are determined by consensus) and supporting the collective decision publicly. They are responsible to Cabinet, the Legislative Assembly, and the public for the policies and actions of the organizations in their portfolios, and to the Legislative Assembly and the public for the decisions and actions of the government as a whole.

Public Service Responsibility - The public service identifies policy requirements for their organization and/or government as a whole; co-ordinates policy formulation with other government organizations to incorporate a broad range of perspectives and integrates programs and services; proposes realistic solutions and alternatives that are consistent with the government's philosophy and priorities; identifies the implications of a variety of options; provides advice to the minister and Cabinet on their feasibility and acceptability; and implements government decisions and communications strategies in accordance with Cabinet's direction. Permanent heads of government organizations provide vision and leadership in public administration to their respective organizations. They also contribute to the vision, leadership, and administration of the government as a corporate entity. Public servants provide professional, innovative, client-focused, and non-partisan advice and service.

Opportunities for Public Input - Stakeholders, clients, beneficiaries of programs and services and the public must have opportunities to help identify needs and set priorities, comment on proposed policy, legislation and regulations, and provide information, advice, solutions, and feedback.

Informed, Durable, Public Policy Decisions - Cabinet must understand the decision to be made, what the range of alternatives are and the implications of each, how the recommended solution will solve the problem and be received by the public, and whether the solution will stand the test of time. The provincial government will formulate, approve and implement policies and programs which are consistent with its philosophy, values and goals and which are in the best interests of the public. Policies, programs and services will be effective, affordable, and sustainable.

Effective Communication - Cabinet decisions are kept confidential. They are released only in the manner approved by the Premier or Cabinet and in a way that does not disclose the discussion or debate that led to the decision. Ministers and the Cabinet Secretary are responsible for communicating Cabinet priorities and decisions to senior officials, and senior officials are responsible for communicating priorities and decisions to the public servants in their organizations. Communications strategies are prepared and implemented for all major policy decisions with particular attention paid to ensuring those affected by the decision receive the information and in a manner that they can easily understand. All communications efforts are based on the understanding that the recipient of the information controls the perception and understanding of the message and that to achieve clarity and accuracy in communication the message must be repeated consistently, frequently and through a variety of methods.

5. Goals

The goals of the Cabinet system are to:

- formalize certain practices of democratic governance;
- meet political, constitutional, and parliamentary requirements;
- provide opportunities for public input and feedback to those who provide input;
- foster collective responsibility, ministerial authority, and government accountability;
- achieve informed, affordable, timely, and durable public policy decisions;
- communicate and implement decisions effectively; and
- obtain adherence to standardized, policy sensitive procedures.

6. Organization of Government

Pursuant to *The Government Organization Act* the Lieutenant Governor in Council, on the advice of the Premier, appoints the President and Members of the Executive Council (Cabinet). The Premier determines the number of ministers that Cabinet will have, the titles the ministers will use, the Cabinet committees needed and the composition of these committees, and the departments, agencies, acts and other responsibilities that should be assigned to each minister. The Premier also establishes the order of precedence and assigns acting ministers.

Each time that a new Cabinet is sworn in and each time that the Premier assigns responsibilities or changes the departmental structure of government, a new/amending order in council is required. This order authorizes and provides all of the details related to the assignment of responsibilities and changes made. The order always contains two schedules. Schedule I lists the ministers, in order of precedence, the responsibilities that they have been assigned, and the acting ministers. Schedule II lists all of the Acts and designates which minister is responsible for each Act (see [Appendix "A"](#)).

C. Key Government Organizations and Positions

1. Central Agencies

The Saskatchewan Government has a number of central agencies: the Department of Executive Council; the Department of Finance; the Public Service Commission; the Department of Government Relations and Aboriginal Affairs; and the Department of Aboriginal Affairs. These agencies perform key leadership, co-ordinating and facilitating functions in government. They share responsibility for ensuring that the corporate perspective is built into policy decisions. Inasmuch as the expertise they bring to bear on policy issues is critical to the policy development process, it is helpful to know their responsibilities, mandates, vision, mission, and goals.

(a) Department of Executive Council

The Legislative Assembly and Executive Council Act provides authority for the establishment of a department of government called the Office of Executive Council. The Act also provides authority for the appointment of a deputy minister to be called the Deputy Minister to the Premier, an official to be called the Secretary of the Executive Council, and an official to be called the Clerk of Executive Council. The mandate of the Department is to facilitate and communicate decisions of the Executive Council (Cabinet) by providing research, analysis and policy advice to Cabinet and Cabinet committees, to co-ordinate policy development and government communications, and to manage Cabinet records. It also provides support to the Premier in his roles as head of government, chair of Cabinet, and head of the political party with the mandate to govern.

The Department of Executive Council:

- provides administrative support to the Premier and Cabinet ministers;
- facilitates coordination of government communications by providing strategic direction in communications, providing communications counselling to government organizations, and by ensuring a fair and equitable process for contracting communications services and printing requirements. Media Services prepares and distributes news releases and provides assistance to departments, agencies and Crown corporations in the preparation of news releases, as well as coordinating the day-to-day media relations for the Premier and the members of Cabinet;
- co-ordinates and organizes the government's business in the Legislative Assembly and provides research support services for the Premier and members of the Executive Council;
- maintains procedures for Cabinet to make policy decisions and monitors the implementation of these decisions. Cabinet Secretariat also maintains all Cabinet documents, orders in council, and regulations; and
- provides analysis, support and co-ordination services for several Cabinet committees.

(b) Department of Finance

The authority for establishment of the Department of Finance is found in *The Government Organization Act*. The mandate of the Department is to manage the financing, revenues and expenses of the government in order to enhance the fiscal strength of the Province.

The Department of Finance:

- develops and analyzes revenue, expense and economic policies to assist Treasury Board and Cabinet in developing and implementing the government's fiscal plan;
- manages provincial tax and refund programs, collects revenues, audits businesses and provides information and rulings in accordance with legislative requirements;
- administers the government's central expenditure, payroll and revenue systems and prepares the government's financial statements and *Public Accounts*. It also develops accounting, reporting and financial administrative policies for Treasury Board;
- manages the provincial debt and provides an investment management service for various funds administered by the government, Crown corporations, and other agencies. It also manages the cash position of the General Revenue Fund and reports on the guaranteed debt of the Province. As well, the Department administers certain public sector pension and benefit plans; and
- continues to play a lead role in the government-wide strategic planning process by coordinating performance plans. Plans that allow the public to see key activities each department is working on, how we measure up, and to better understand our roles within government.

(c) The Public Service Commission

The Public Service Commission is an autonomous agency created under the authority of *The Public Service Act*. The Commission consists of a chairperson and two to four members, appointed by order in council. The Commission is the employer's representative for the Saskatchewan Government. It acts as an appeal tribunal for challenges to the recruitment process and enforces the government's *Conflict of Interest Guidelines*.

The Commission is empowered to:

- maintain an independent and professional public service;
- facilitate providing quality service to the public that is responsive to changing needs;
- recruit employees to the public service and develop a qualified public service;
- develop a public service that represents the diversity of the people of Saskatchewan; and
- promote harmonious relations between government, its employees and the trade unions representing those employees.

(d) Department of Government Relations and Aboriginal Affairs

The Department of Government Relations and Aboriginal Affairs is currently one department performing two separate central functions and with two separate ministers.

Part of the mandate of the Department of Government Relations and Aboriginal Affairs includes the protection and promotion of Saskatchewan's interests through the strategic management of the Province's relations with other governments and their agencies in Canada and abroad. The Department assists in the development, co-ordination and implementation of the intergovernmental activities of the government's departments and agencies. It is directly responsible for the conduct of the province's policies regarding trade, constitutional relations, and for the management of several intergovernmental and international agreements.

It should also be noted that the Department of Government Relations and Aboriginal Affairs promotes and facilitates partnerships between Aboriginal and non-Aboriginal peoples and organizations in achieving common goals and enhancing quality of life. The Department serves as a window into government for Indian and Métis peoples, and co-ordinates policies and manages provincial obligations under the Treaty Land Entitlement Agreements.

2. Departments, Crown Corporations and Agencies(a) Departments

Departments are organizational units of Executive Government. They may be called a department, secretariat, unit, office, or other similar name. Most departments are created or continued pursuant to *The Government Organization Act*. They are created for the purpose of managing related programs or policy development and are presided over by a minister.

(b) Crown Corporations

Crown corporations are organizational units with the status of a corporation, but unlike corporations in the private sector, must consider the public interest. Saskatchewan Crown corporations are created for a variety of purposes including:

- advancing social and economic development;
- providing essential services or infrastructure that may not otherwise be available to Saskatchewan residents;
- facilitating research and development; and
- operating a business.

Saskatchewan has two types of Crown corporations:

- (i) Crown Investments Corporation (CIC) Crowns whose mandates are primarily related to commercial or financial activities; and
- (ii) Treasury Board Crowns whose mandates need not have a commercial purpose.
- (c) Agencies

An agency is an organizational unit that is used when it is desirable that the function be carried out independent from government. Several types of agency structures exist including boards, commissions, authorities and advisory councils. Some are given the status of a corporation. The functions given agencies vary greatly including regulatory, supervisory, business, and administrative.

3. Key Positions

There are several key positions in government or Crown organizations that are important in the development and co-ordination of policy, particularly in setting the vision, articulating the strategic direction, and providing leadership. These include:

- Deputy Minister to the Premier;
- Cabinet Secretary/Clerk of the Executive Council/Registrar of Regulations;
- Chief of Staff to the Premier;
- Deputy Minister of Finance/Secretary of Treasury Board;
- Chair of the Public Service Commission;
- President of Crown Investments Corporation;
- permanent heads and chief executive officers;
- associate and assistant deputy ministers;
- secretaries to Cabinet committees; and
- the staff of Communications Co-ordination Unit, Executive Council.

(a) Deputy Minister to the Premier

The Deputy Minister to the Premier has leadership, policy, managerial and statutory responsibilities. As Deputy Minister to the Premier, the incumbent:

- creates, both within the Department of Executive Council and government as a whole, structures, systems, and processes which foster and facilitate the development, co-ordination, integration, implementation and evaluation of government policy;
- provides vision and leadership to the public service regarding the public good, quality public policy, professional public service, and standards of excellence;
- appoints and evaluates senior officials;
- exercises, on behalf of the Premier, performance evaluation responsibilities regarding deputy ministers;
- maintains the balance between central agencies and line departments;
- manages crises; and

- provides direct leadership to the Department of Executive Council including overseeing the administration and operation of the Department.
- (b) Cabinet Secretary/Clerk of the Executive Council/Registrar of Regulations

The functions of the Cabinet Secretary/Clerk of the Executive Council/Registrar of Regulations are aggregated in the job description of a single person. As Cabinet Secretary/Clerk of the Executive Council/Registrar of Regulations, the incumbent:

- provides advice to the Premier, including in the area of the organization of government, the appointment of ministers and associate ministers and assignment of responsibilities to them, and the Cabinet system required to meet the Premier's needs;
- ensures that the intent of the legislation, respecting the establishment of a secretariat to support Cabinet, is met including all powers and responsibilities delegated to the Clerk of the Executive Council and secretaries of Cabinet committees, and the powers and responsibilities of the Registrar of Regulations;
- monitors the implementation of the government's public policy agenda;
- is responsible for directing the administrative activities of Cabinet, particularly for ensuring an orderly and timely flow of accurate, rigorously analyzed information to Cabinet;
- records and communicates Cabinet decisions;
- is responsible for the filing, storing, and protecting of all Cabinet documents;
- oversees the swearing in of premiers, ministers, new Cabinets, and lieutenant governors and manages the processing of all orders in council and regulations; and
- ensures that all regulations of the government are properly prepared, reviewed, processed, filed and publicized.

(c) Chief of Staff to the Premier

The Office of the Chief of Staff, a division of the Department of Executive Council, is headed by the Chief of Staff to the Premier. This Office provides political and strategic as well as policy and communications advice to the Premier. Executive Council's Communications Co-ordination and House Business and Research Unit is located within this division.

(d) Deputy Minister of Finance/Secretary of Treasury Board

The Deputy Minister of Finance/Secretary of Treasury Board and the staff of the Department of Finance assist Treasury Board and Cabinet with the allocation and management of the government's financial resources. They assume the lead role in preparing and managing the provincial budget.

(e) Chair of the Public Service Commission

The Chair of the Public Service Commission is both the head of the independent Commission called the Public Service Commission and the chief executive officer of the central agency that provides staff support to the Commission. The Chair plays a key leadership role in development and co-ordination of strategic human resource policy for the government.

(f) President of Crown Investments Corporation

The President of Crown Investments Corporation oversees the management of the holding company for the government's interests in the commercial Crowns. The President plays a major role in linking the activities of the commercial Crowns to public policy goals, the policy development process of Executive Government and the Cabinet decision-making process.

(g) Permanent Heads and Chief Executive Officers

Appointed by the Premier on the advice of the Deputy Minister to the Premier, the permanent head is both the chief executive officer for the organization and a policy advisor to the minister. The permanent head is accountable to both the Premier and the minister. Permanent heads and chief executive officers are responsible for leading policy development within their own organizations, co-ordinating policy development with others, ensuring submissions are ready for their ministers, and signing off legislative instruments required to implement decisions. They are expected to be both organizational leaders and corporate participants in developing and implementing government policy and strategy. Permanent heads and chief executive officers assume much of the responsibility for advancing and integrating responsive public policy.

(h) Associate and Assistant Deputy Ministers

Associate and assistant deputy ministers lead and guide much of the day-to-day work required in policy development. They frequently lead or oversee the initiatives that require horizontal policy development.

(i) Secretaries of Cabinet Committees

Committee secretaries are responsible for rigorously analyzing policy proposals; co-ordinating and supporting policy development; ensuring an orderly and timely flow of accurate, well-developed submissions and other information to the committees; and recording and communicating committee decisions.

(j) Staff of Communications Co-ordination Unit, Executive Council

All submissions to Cabinet, which require a decision, must have a communications strategy approved by the Communications Co-ordination Unit of Executive Council. This unit also is responsible for developing and implementing a more strategic approach to the management of the communications function and integrating communications planning with the decision-making processes of government.

The Communications Co-ordination Unit is responsible for developing and maintaining a system of ensuring cost-effective and necessary communications expenditures are incurred and developing, implementing and administering the government's procurement policy for communications services.

D. Structures of the Cabinet System**1. Cabinet**

Cabinet normally is drawn from the Members of the Legislative Assembly and is accountable to the Legislative Assembly. Depending on the number of members elected to the Assembly and their distribution among the political parties, Cabinet may consist of the head of the party and the members of the party that holds the majority of seats in the Legislative Assembly or a coalition of the heads of the parties and members of the parties that can command the confidence of the Assembly. The Premier is normally the head of the party with the majority of seats in the Assembly. The Premier is the President of Executive Council and chairs Cabinet meetings.

2. Cabinet Committees(a) Saskatchewan's Use of Cabinet Committees

In Saskatchewan, Cabinet committees are delegated much of the responsibility for analyzing proposals and recommending appropriate action. Most Cabinet committees are established under the authority of *The Government Organization Act*. There are statutory and non-statutory Cabinet committees. With the exception of the statutory committees, the Cabinet committees may change in number and/or mandate. The Premier designates the chairs, vice-chairs and members of each Cabinet committee. The chair and vice-chair must be ministers. Private members of the governing party or parties may be members of Cabinet committees that do not have specific statutory responsibilities for making decisions.

Ministerial appointments to Cabinet committees are included in Schedule I of the order in council (see **Appendix "A"**), which designates ministers and assigns ministerial portfolios. Private members are appointed to the committees directly by the Premier through a separate order in council. Private members must take an Oath of Confidentiality.

Three boards that also serve as Cabinet committees are required by statute: Treasury Board and Investment Board, established pursuant to *The Financial Administration Act, 1993* and the Crown Investments Corporation Board, established pursuant to *The Crown Corporations Act, 1993*. These three boards/committees, which have been in existence for many years, have certain statutory responsibilities in addition to any other duties the Premier or Cabinet assigns. The chair of Treasury Board and Investment Board must be the Minister of Finance and the secretary must be the Deputy Minister of Finance. Other ministers on these committees, as on the other Cabinet committees, are appointed at the discretion of the Premier.

Except for committees with statutory powers that authorize them to make certain decisions, all conclusions of the committees become recommendations to Cabinet and are subject to Cabinet review and decision. The chair and the members of the committees, however, are expected to review thoroughly the matters before them so that in most instances Cabinet will be able to consider and make decisions on the policy issues expeditiously. The principles of confidentiality, consensus, and solidarity apply to all Cabinet committees as well as to Cabinet.

(b) The Cabinet Committees

The current Cabinet committees are:

- Treasury Board
- Investment Board
- Crown Investments Corporation Board (CIC)
- Committee on Planning and Priorities (P&P)
- Committee on Public Sector Compensation (CPSC)
- Legislative Instruments Committee (LIC)

(c) Mandates of the Cabinet Committees

The mandates of the Cabinet committees are:

(i) Treasury Board (created pursuant to *The Financial Administration Act, 1993*)

Treasury Board is responsible for all matters relating to:

- the finances, including revenues, expenses, assets and liabilities of the government;
- the evaluation of the government's programs;
- administrative policy and management practices and systems in the government;
- accounting policies and practices in the government;
- organization of all or any part of the government (excluding organizational responsibilities that are the prerogative of the Premier); and
- other matters assigned to it.

Treasury Board has the following powers:

- to make orders and issue directives related to the performance of its duties;
- to prescribe the form and content of the public accounts and estimates that are presented to the Legislative Assembly;
- to prescribe the form and manner of financial records and accounting systems of the government;
- in certain cases, to designate a public agency that is to be subject to its orders and directives;
- to direct any person receiving, managing or disbursing public money, to keep any books, records or accounts that it considers necessary; and
- to determine its rules and procedures.

Secretariat for Treasury Board:

- Treasury Board Branch, Department of Finance

(ii) Investment Board (created pursuant to *The Financial Administration Act, 1993*)

Investment Board is responsible for:

- all matters relating to investments made by the Government of Saskatchewan; and
- orders governing the investments made by the government.

Secretariat for Investment Board:

- Treasury Board Branch, Department of Finance

(iii) Crown Investments Corporation Board (created pursuant to *The Crown Corporations Act, 1993*)

The Board of the Crown Investments Corporation is responsible for all matters related to:

- the approval of the commercial and financial objectives and capital budgets of CIC Crown corporations;
- the establishment of performance measures; and
- the review of the boards of the Crown corporations' performance.

Secretariat for the Board of the Crown Investments Corporation:

- Crown Investments Corporation

(iv) Committee on Planning and Priorities (created pursuant to *The Government Organization Act*)

The Committee on Planning and Priorities is responsible for:

- reviewing and making recommendations on micro-economic policy matters;
- broad interdepartmental strategies that will have an impact on the provincial economy (and that require an extended review by ministers) or that represent a major shift in government policy;

- the ongoing development, articulation and updating of an economic development strategy for the province, including industry-specific strategies;
- providing a decision-making process for commercially sensitive economic development projects;
- reviewing and making recommendations on major policy issues in the areas of justice, health, social services, education, labour, municipal government, culture, and the environment; and
- broad interdepartmental strategies that have an impact on social development and that require an extended review by ministers or that represents a major shift in government policy.

Secretariat for the Committee on Planning and Priorities:

- Cabinet Planning Unit, Department of Executive Council.

(v) Committee on Public Sector Compensation (created pursuant to *The Government Organization Act*)

The Committee on Public Sector Compensation:

- monitors compensation trends in both the public and private sectors;
- works to ensure a progressive and stable labour relations climate in the public sector;
- recommends, in conjunction with Treasury Board, mandates and general compensation parameters for use in public sector collective bargaining;
- recommends, in conjunction with Treasury Board, responses to specific employer requests for mandates with regard to collective bargaining, equal pay for work of equal value, classification plans, out of scope compensation, and benefits and pension plans;
- monitors negotiations and, when necessary, recommends negotiation strategies; and
- reviews and recommends human resource policy initiatives for the public sector.

Secretariat for the Committee on Public Sector Compensation:

- Personnel Policy Secretariat, Department of Finance.

(vi) Legislative Instruments Committee (created pursuant to *The Government Organization Act*)

The Legislative Instruments Committee:

- issues the *Call for Legislation*;
- reviews and makes recommendations on all proposed legislation and on all proposed Lieutenant Governor in Council regulations and orders in council;

- reviews and makes recommendations to Cabinet on the adequacy of the reviews of existing regulations and on the annual work plans, progress reports and public reports of the Regulatory Reform Initiative; and
- makes recommendations to Cabinet on specific policy issues that pertain to the use or application of legislative instruments.

Secretariat for the Legislative Instruments Committee:

- Cabinet Secretariat, Department of Executive Council.

3. Secretariats for the Cabinet Committees

To work effectively, Cabinet committees require strong secretariat support. Secretariats manage the information flow to and from committees, set deadlines, prepare committee agendas, and organize meetings. They facilitate problem solving and consensus prior to finalization of the submission and before committee review. They conduct a comprehensive analysis of submissions and determine readiness of items for committee review, brief officials and ministers as required, call officials for meetings, assist the chair, record issues and recommendations, and prepare minutes. Secretariats also are responsible for ensuring all submissions, exhibits, discussions, and minutes are kept confidential.

The secretariats to the Cabinet committees are decentralized among the central agencies, primarily Executive Council, Finance, and the Crown Investments Corporation.

(a) Cabinet Secretariat

Cabinet Secretariat is the unit of the Department of Executive Council that is responsible for ensuring there are processes, document formats, procedures and standards in place to support decision-making by Cabinet and the Cabinet committees. The Secretariat is responsible for receiving submissions for Cabinet and certain Cabinet committees, routing submissions to the appropriate committees, ensuring all minutes and other comments have been received for submissions prior to their placement on a Cabinet agenda, and preparing the agendas for Cabinet (note **Appendix "B"**: Format for Cabinet Agenda). The Secretariat is responsible for preparing Cabinet minutes, disseminating the decisions and, when necessary, following up decisions or direction with ministers or officials. The Secretariat is responsible for filing and storing all Cabinet documents. As well, the Secretariat arranges for Cabinet or groups of ministers to meet with delegations from stakeholders and other groups throughout the year.

Cabinet Secretariat also provides secretariat support to the Legislative Instruments Committee. In this capacity it ensures that proposals for legislation, regulations, and orders in council are examined from a broad range of perspectives and that the major implications have been identified. It also prepares minutes for this committee and ensures that they are placed on the Cabinet agenda. Further related functions of the secretariat include the handling of all orders in council and regulations, correct filing of all regulations.

Cabinet Secretariat has a number of important responsibilities related to government organization. These include overseeing the swearing in of lieutenant governors, premiers, Cabinets, and ministers, as well as members of several other government bodies.

As well, the Unit provides direct support to Cabinet by arranging annual Cabinet planning retreats.

The Cabinet Secretary is the policy and administrative head of the Cabinet Secretariat.

(b) Cabinet Planning Unit

The Cabinet Planning Unit, housed in the Department of Executive Council and led by the Associate Deputy Minister to the Premier, is a key player in government's policy development and strategic planning. It provides secretariat support to the Committee on Planning and Priorities. The Unit consists of senior-level advisors with expertise in strategic planning, social policy, economic and business policy, and constitutional and trade policy. It provides support to the Premier, Cabinet, Cabinet committees and the Department of Executive Council. Officials from the Unit attend Treasury Board, Crown Investments Corporation Board, and Legislative Instruments Committee meetings in an advisory and policy coordination capacity.

The Cabinet Planning Unit is responsible for providing objective analysis of proposals developed by line departments, ensuring all perspectives are considered in the work of the Committee on Planning and Priorities, and, together with departments, Crown corporations and agencies, integrating the social and economic dimensions of policy. Staff also provide analysis of departmental strategic plans to the Committee on Planning and Priorities, with particular focus on strategic shifts taking place in any planning year. Finally, the Unit assists departments in policy development, facilitates co-ordination and integration of policy across government, and ensures the government's policy agenda is implemented.

Specific activities of the Cabinet Planning Unit include:

- ensuring that Cabinet and Cabinet committees are provided with complete, balanced and objective policy analysis consistent with the government's vision, values, goals, and priorities. This analysis includes examining all policy proposals and information submissions to Cabinet;
- providing objective analysis of departmental plans, paying particular attention to changes in vision, goals or objectives, or strategic program policy shifts;
- promotion of mutual understanding of the government's goals and priorities among departments and central agencies;
- broad environmental scanning of provincial, national and international trends on economic and social policy issues;
- encouraging, co-ordinating, and supporting the development of proposals by departments and agencies to address economic and social issues, including, acting as a resource;

- co-ordinating initiatives that cross department or agency lines;
- chairing interdepartmental policy committees of deputies or other senior officials;
- facilitating working group activities; and
- monitoring the implementation of Cabinet and Cabinet committee decisions in high priority areas for consistency and timeliness.

(c) Department of Finance

The staff for Treasury Board is the Department of Finance. The Department develops and analyses revenue, expense, economic and compensation policies as part of the budget preparation process. They manage the budget process so that budget recommendations are well-developed and routed to Cabinet in the final stages. They also prepare the Estimates, monitor expenditure pressures on departments, and recommend mid-year budgetary corrections if required.

Department of Finance staff review and comment on items submitted to Cabinet for decision. The Department also administers the government's central expenditure, revenue, and payroll systems, prepares the government's financial statements and Public Accounts, and develops accounting, reporting and financial policies for Treasury Board. The Department also manages the provincial debt, the cash position of the General Revenue Fund (GRF), various Saskatchewan tax and refund programs, and public sector pension and benefit plans.

The Department continues to play a lead role in the government-wide strategic planning process by coordinating performance plans. Plans that allow the public to see key activities each department is working on, how we measure up, and to better understand our roles within government.

(d) Personnel Policy Secretariat, Department of Finance

The Personnel Policy Secretariat is the unit which is responsible for strategic policy development and analysis on matters related to public sector compensation and management of collective bargaining. It monitors trends in compensation, both within and outside the public sector, provides specialized advice on the management of labour relations and dispute resolution, and consults with public sector employers regarding general labour relations and human resources matters. This unit collaborates with other officials in the Department of Finance and relevant line departments on mandates for collective bargaining and with government organizations in the development of human resource policies that have compensation implications. The staff of this secretariat has specialized expertise in human resource compensation and labour management issues.

(e) Crown Investments Corporation

The Crown Investments Corporation Board is a key committee of Cabinet performing a liaison function between Cabinet and Crown corporations, making decisions in its own right, and forwarding recommendations to Cabinet for consideration.

The Board's key responsibilities include:

- setting strategic direction for the Crown sector; and
- providing oversight direction to subsidiary Crown corporations by setting performance expectations, allocating capital within the sector and monitoring and evaluating performance throughout the year.

Crown Investments Corporation staff provide support for this Board and Cabinet committee. Management responsibilities include:

- serving as staff to the CIC Board, providing objective analysis, recommendations and monitoring of performance management for the subsidiary Crown corporations;
- developing policy on Crown corporations and investment matters;
- co-ordinating the implementation of policy within the Crown sector;
- serving as the CIC's communications link with subsidiary Crown boards and management; and
- ensuring all perspectives from the commercial Crown sector are considered, as well as the broader public policy perspectives and priorities of government.

4. Office of the Chief of Staff

Cabinet requires political and strategic advice from the party on policy and implementation issues. The Chief of Staff to the Premier and the officials in this office have an integral role in co-ordinating and facilitating the flow of this advice to the Premier and Cabinet.

The Chief of Staff is the most senior political advisor to the Premier. The Chief of Staff attends all Cabinet meetings and is responsible for:

- providing political and strategic advice to the Premier and members of the Executive Council;
- facilitating discussions between ministers and the government caucus on policy proposals that are being developed or have been discussed, as well as proposals for legislation and draft bills;
- co-ordinating, in conjunction with the Deputy Minister to the Premier, the Premier's itinerary;
- managing the political agenda of the party in the provincial legislature;
- directing communication planning and co-ordination, including the implementation of appropriate communications activities as a result of decisions made at Cabinet;
- issues management;
- media relations;
- monitoring public reaction to the government's policies;
- conducting research to support policy development and political debates;
- providing advice on appointments to key positions and advisory bodies; and
- liaison with the Premier's constituency.

5. Government Caucus and Caucus Committees

A caucus is the collective of elected members of a political party represented in the Legislative Assembly. Members belong to the caucus of their respective political party. The Premier, ministers and the Chief of Staff are responsible for communications with the government caucus.

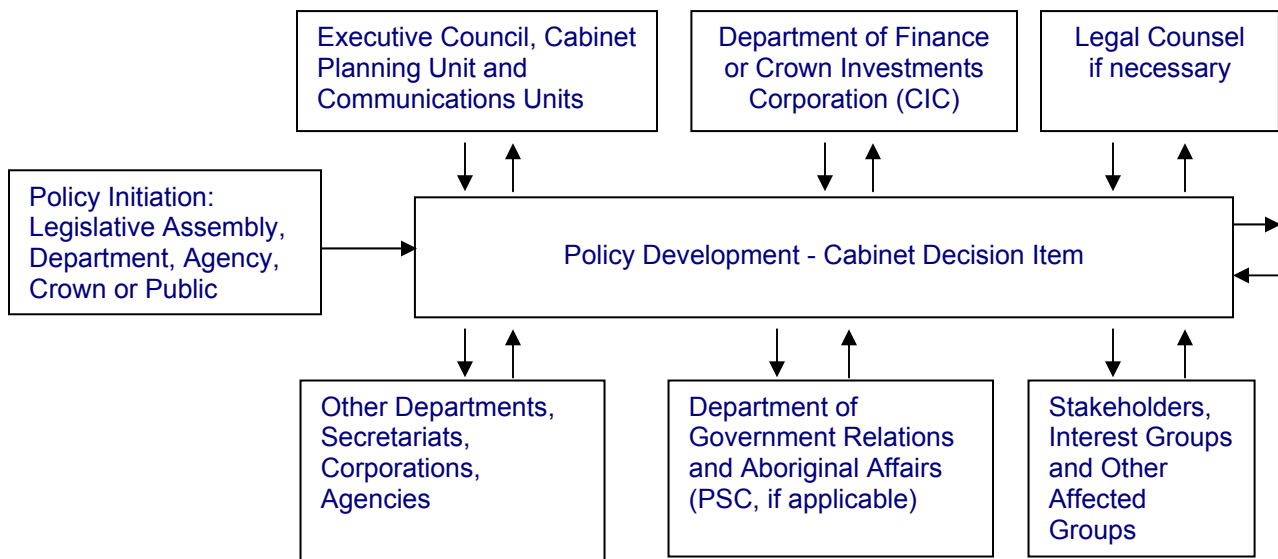
The Saskatchewan government believes that it is important to involve caucus members of the governing party or parties in a meaningful way. This may be through the establishment of caucus committees, the addition of private members to Cabinet committees, or the involvement of the total caucus in policy development. Private members are added judiciously to Cabinet committees. They may be added to policy committees or committees that review legislation, regulations and orders in council. Because private members are accountable to the Assembly and not to Cabinet, and because they do not have ministerial accountability, they only serve on committees that make recommendations to Cabinet and do not hold the position of chair or vice-chair.

Caucus Committees – When there are caucus committees, ministers may take policy ideas to a caucus committee for discussion prior to developing a submission for Cabinet. Caucus committees also review a proposed tentative legislative agenda (proposals for legislation or legislative amendments) and, once approved, these proposals proceed to the Legislative Instruments Committee for approval of the draft bills and then on to Cabinet. After Cabinet has reviewed the draft bills, full caucus will review and approve these instruments before introduction into the Assembly.

E. Processes in Policy Development

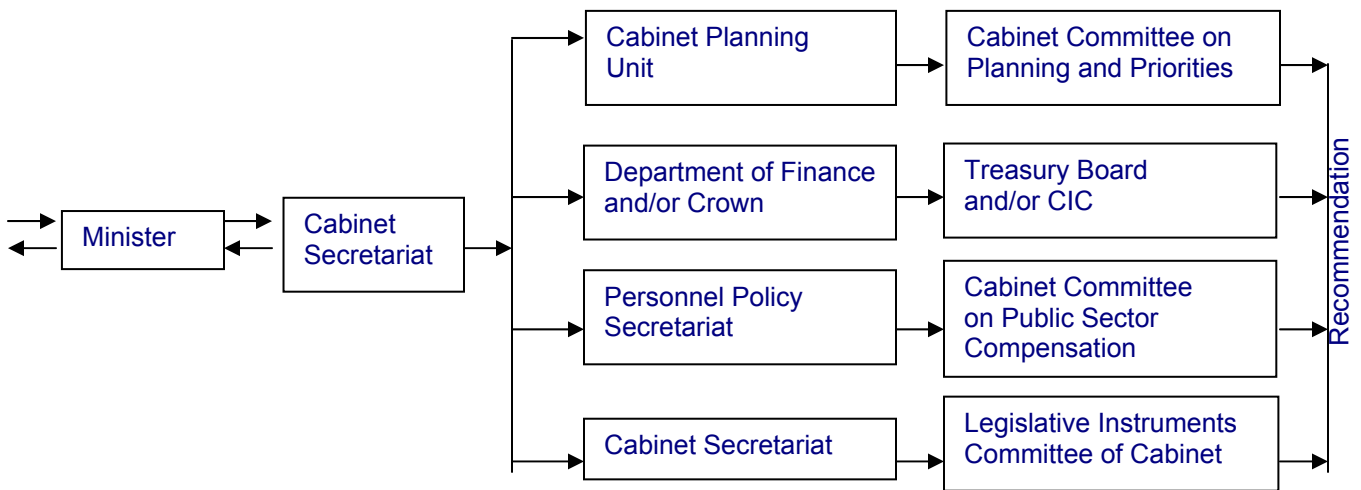
While Cabinet bears the major responsibility for making policy and the public service the major responsibility for recommending and implementing policy, policy development and implementation is a co-operative process. Departments propose policy; central agencies analyze policy proposals, co-ordinate, and sometimes guide policy development; Cabinet committees recommend best choices; and Cabinet makes policy decisions. However, a government needs defined processes and procedures to move things from an idea stage, through policy development and approval within departments, to the ministerial and Cabinet levels for policy approval and implementation. A diagram of Saskatchewan's decision-making system is found in Figure 5 (as follows):

Figure 5. Policy Development and the Cabinet System
 (Preparation and Review of Cabinet Decision Items and Implementation of Cabinet Decisions)



1. Policy Initiation

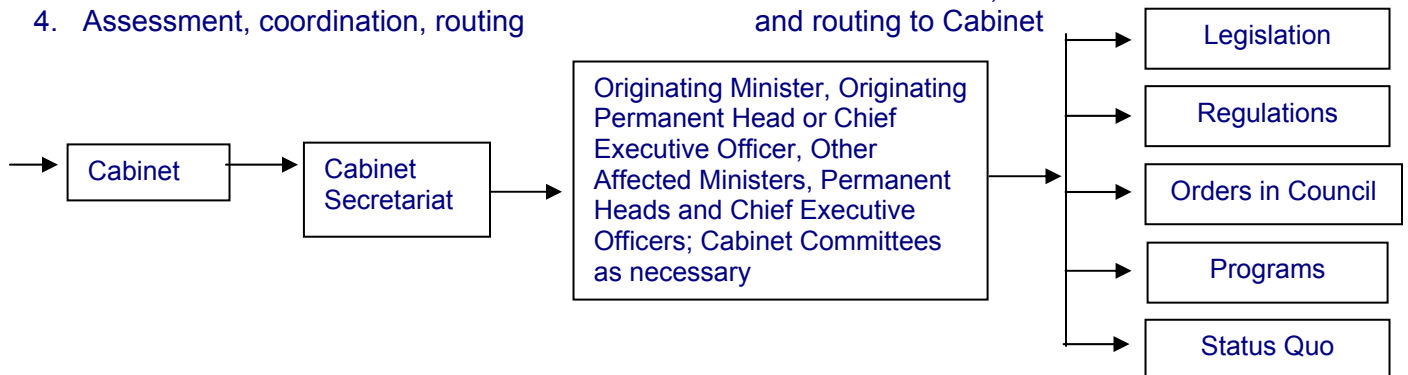
2. Consultation and proposal preparation



3. Minister's authorization

4. Assessment, coordination, routing

5. Committee review, recommendation and routing to Cabinet



6. Policy decisions, recording and communicating decision

7. Selecting implementation methods and implementing decision

1. Policy Initiation and Advance Consultation

(a) Internal Forums

(i) Within Departments, Crowns and Agencies

Every department, Crown and agency determines how policy will be developed within the organization, including the structures required, the steps in the process, and the approval mechanisms. The organization's powers and responsibilities, as defined in its Act or regulations, determine the policy areas for the organization. Many of the issues the organization plans to address are identified in the organization's corporate planning process. Others arise from events that occur elsewhere and have an impact on the organization, or are identified by one of the central agencies in its planning process.

Public servants thoroughly analyze a variety of options, including maintaining the status quo, for presentation to senior management, ministers and Cabinet. Senior officials oversee the analytical process to ensure it is comprehensive and to the extent possible, inclusive. They oversee the preparation of submissions for Cabinet, Cabinet committees, Cabinet planning meetings, and caucus.

(ii) Horizontal Policy Development

The government uses a variety of internal forums to ensure as many interests as possible are considered in the development of policy. Steering committees, interdepartmental committees, task teams, and work groups, involving two or more departments and/or agencies, may be struck to scope out issues, develop terms of reference for the tasks required, guide the work as it progresses, and reach consensus on specific components. They may prepare the submission for the policy review committee, obtain approval of senior officials and relevant ministers, and/or finalize an item for Cabinet decision.

(iii) Management Committees

Two major forums for encouraging horizontal policy development are the Management Committee of Deputy Ministers for permanent heads and the ADMs Committee for associate and assistant deputy ministers. The Deputy Minister to the Premier chairs both these committees. These two forums encourage corporate thinking and provide opportunities for stimulating broad thinking on issues of a crosscutting nature.

(b) Annual Planning Retreats

Cabinet holds an annual planning retreat. These retreats are attended by the Premier, Ministers, the Deputy Minister to the Premier, Cabinet Secretary, the Deputy Minister of Finance/Secretary of Treasury Board, the Chief of Staff to the Premier, the President of the Crown Investments Corporation and the Secretary to the Committee on Planning and Priorities. Senior officials from government may be invited to attend parts of the meeting for specific agenda items. At these retreats the full Cabinet is able to review its progress to date, the challenges before it, commitments that are outstanding, and financial and other constraints. The outcome of these retreats is direction on priorities for the next year and any specific matters that Cabinet wants addressed.

The Government Caucus also holds an annual retreat. All caucus members attend these retreats, the Chief of Staff to the Premier, the Deputy Minister to the Premier and officials from the Chief of Staff's office. At these retreats the full caucus is able to review the government's progress to date, the challenges before it, commitments that are outstanding, and political issues. The outcome of these retreats is direction on priorities and political strategies for the next year.

The retreat organized by the Crown Investments Corporation is primarily for strategic planning purposes. The Corporation receives direction on priorities and actions to pursue. These retreats are attended by the chair and ministers on the board/committee, President of the Crown Investments Corporation, the Deputy Minister to the Premier, the Chief of Staff, the Cabinet Secretary, and the Deputy Minister of Finance/Secretary of Treasury Board.

(c) Public Forums

The government uses discussion papers, public participation forums, and advisory committees to obtain input into policy development. A member of the public usually chairs advisory groups, although there are examples of advisory groups chaired by a Cabinet member. Ministers may appoint advisory committees and Cabinet may appoint public inquiries to examine public policy issues, report findings and make recommendations to the government. The recommendations from these reports may become the basis for policy development. If the issue is significant, controversial or sensitive, Cabinet approval of public consultation is required.

2. Preparation of the Policy Document

(a) Written Submission

Cabinet committees and Cabinet operate on the principle that all proposals must be submitted in writing. The specific document used to obtain a policy decision is called the Cabinet Decision Item (CDI).

Cabinet Decision Items must meet the needs of the Premier and ministers first, and the needs of the public service second. Ministers have indicated they want submissions that:

- meet their needs as political decision-makers;

- are easy to read and relatively short;
- clearly identify realistic policy choices and their implications;
- describe who has been consulted and the implications of the consultations;
- provide a strategy for communicating the decision;
- provide a one-page synopsis of the problem or opportunity, the proposed solution, and the manner in which the solution addresses the problem or opportunity; and
- provide the detailed policy analysis.

Not all policy decisions require consideration by Cabinet. A statutory Cabinet committee such as Treasury Board or Crown Investments Corporation Board may make some, the minister may make some himself or herself, and some may be made by the permanent head and his or her senior officials in consultation with the minister. In deciding whether a matter requires Cabinet's review, a minister must consider:

- his or her own authority and mandate;
- the relationship of the decision to the authority and mandate of other ministers;
- the powers delegated to the minister, to Treasury Board, and to departments, agencies and Crown corporations; and
- the sensitivity and significance of the decision.

(b) Cabinet Document

Cabinet Decision Items are Cabinet documents. They are both an advocacy document and a decision-making instrument. In the initial stage, the originating officials use them to articulate the policy direction, seek input and feedback from other government departments and agencies, and build support for the recommendation. The originating officials also use this document to consult with central agencies including Executive Council, Finance, Government Relations and Aboriginal Affairs. When the document has been finalized, signed off by the permanent head(s) and signed by the sponsoring minister(s), it becomes the instrument that the minister(s) use(s) to recommend and justify a certain course of action and to secure a Cabinet decision. Cabinet committees and Cabinet use the Cabinet Decision Item as a decision-making tool.

(c) When a Cabinet Decision Item is Required

Ministers use Cabinet Decision Items (CDIs) when they need help and support in making a policy decision, requesting approval of incremental resources, or requesting approval of implementation plans and communications strategies. Ministers should consider using a Cabinet Decision Item for:

- **Policy Requests** – requests to develop, amend, or clarify a policy position. Ministers should always bring a Cabinet Decision Item forward if the change will be a significant departure from current practice or if the policy is to bring into effect a government priority or commitment. Cabinet Decision Items are required before negotiating major agreements in order to determine the principles and parameters of the negotiations. They are also required when

the decision affects two or more ministers and two or more departments and/or agencies.

- **Program Requests** – requests to develop, make non-administrative amendments to, or delete existing programs. Program requests reflect changes in service provided or available to the public. As well, these requests often require a commitment of resources.
- **Resource Requests** – requests for incremental funds, including personnel and special warrants. While the legislature delegates to ministers certain powers, ministers are only able to exercise their powers within the limits of the resources that have been provided to them through budget appropriations. If the minister needs resources beyond those provided in the budget, he or she must request a budget amendment by way of a Cabinet Decision Item.
- **Publicly-Sensitive Changes** – if the change has major political implications for the public as a whole, sectors of the public, or key stakeholders, particularly if it is controversial or is likely to generate media attention, a Cabinet Decision Item is warranted.
- **Implementation Requests** – requests for approval of implementation plans or communications strategies. Normally the communications strategy and implementation plan is considered as part of the Cabinet Decision Item that requests approval of the policy. Periodically Cabinet will need to consider the implementation and/or communications strategy for a policy in more detail or as part of its overall responsibility to manage a range of issues. In these instances, a Cabinet Decision Item is required.

Many matters are reviewed by Cabinet committees using other document formats and submitted to Cabinet for consideration and approval as committee minutes. These include:

- **Annual Budget (Proposed Budget Appropriations)** - Treasury Board has the statutory responsibility for developing and recommending the provincial budget. The Secretary of Treasury Board issues the *Call for Estimates*. Treasury Board conducts the necessary review processes required to allocate resources on both a corporate and organizational basis. Cabinet reviews and approves the recommended budget. The Department of Finance determines the document formats for the submissions to be used in the development of the budget. From time to time, Cabinet or Treasury Board will want to examine a budgetary issue in greater detail and direct the preparation of a Cabinet Decision Item.
- **Legislation** - The Legislative Instruments Committee recommends a legislative program to Cabinet for approval and reviews each request for new legislation, amendments to existing legislation, and repeal of legislation. Cabinet Secretariat is responsible for the formats for requests for legislation and drafting instructions. If a minister believes he or she needs a piece of

legislation after the legislative agenda has been approved, a Cabinet Decision Item may be required. Any legislative changes required to implement policy or program requests and budget decisions, however, should be identified at the time the decision is requested.

- **Orders in Council and Regulations** - Cabinet Secretariat is responsible for providing a template and guidelines for preparing orders in council and the Department of Justice is responsible for drafting all regulations. Most orders in council and regulations do not require a Cabinet Decision Item because they implement previous Cabinet decisions. Orders in council which renew federal/provincial or other agreements do not normally require a Cabinet Decision Item. However, requests for new agreements or agreements which have been significantly amended do require a Cabinet Decision Item. Orders in council or regulations which require incremental funds for their implementation do require a Cabinet Decision Item. Most regulations do not need a Cabinet Decision Item unless they are implementing a decision that is sensitive or a major departure from current policy or practice. Existing regulations that are undergoing an extensive policy review require a Cabinet Decision Item if the updating incorporates new policy. Regulations needed to implement budget decisions are approved as part of the budget development process and therefore do not require a Cabinet Decision Item.

(d) Components of Cabinet Decision Items

Cabinet Decision Items must be prepared in accordance with a specified format (see **Appendix "B"**: Drafting Guide for Cabinet Decision Items). The format for the Cabinet Decision Item is divided into five parts. Some of the information is duplicated in different parts; however, the audience, purpose and context for each part are different. Policy analysts/advisors, communications advisors, and central agency consultants must work together to ensure each part complements the other parts and the document, as a whole, is integrated.

Part I - The Memorandum from the Minister to His or Her Colleagues.

The audience for the drafter is the sponsoring minister(s). Once the document is signed, the audience is other ministers. The purpose of the memorandum is to provide the policy recommendation, sufficient information to provide context and justification for the recommendation, a summary of the choices available, and their implications, and the approach to be taken in communicating the decision.

Part II - Synopsis of the Proposal. The audience for the drafter is the sponsoring minister and other ministers. The purpose is to provide a one to two-page summary of the problem or opportunity, the proposed policy solution, and a brief explanation of the manner in which the solution addresses the problem or opportunity. The information in this section may also indicate the next steps including the key elements of the communications and implementation plan. If the decision is approved, the minister should be able to use the information in this synopsis to explain the issue to caucus colleagues and others.

Part III - Summary of Advance Consultation. The audience for the drafter is the sponsoring minister(s). Once the document is signed, the audience is other ministers. The purpose is to ensure the minister and his or her colleagues are comfortable with the nature and amount of advance consultation. This section also is to ensure that ministers are aware of the concerns raised and know who will support and who will not support the proposal. At times it will not be appropriate to consult outside of government without Cabinet's prior approval. In these situations, the summary should indicate why external consultation was not appropriate or a CDI should be submitted requesting permission to consult.

Part IV - Communications Strategy. The drafter's audience for this section is primarily the minister and other ministers and Executive Council's Communications Co-ordination Unit. However, once developed and approved, it is also part of the action plan for the originating department(s) or agency (agencies). The Communications Strategy is a detailed analysis of all relevant communications issues as well as a plan for communicating with key internal and external audiences and responding to concerns raised by stakeholders and the public.

Part V - Detailed Analysis. The drafter's audiences for this section are primarily senior management in department(s), agency (agencies) or corporation(s), and the analysts/advisors in the secretariats of the Cabinet committees. The purpose of this section is to clearly identify the problem or opportunity, provide a thorough and balanced analysis of the issues, and give a logical explanation and justification of the proposed policy and its implications.

(e) Drafting of Cabinet Decision Items

The Cabinet Decision Item format is the only format for policy proposals. Cabinet and all Cabinet committees will use this format when a policy decision is required and when mid-year resources are required. Sometimes a policy proposal will be sponsored by more than one minister. In these circumstances a co-authored approach is required. Drafters from each of the sponsoring departments will need to ensure that the interests and priorities of each of the departments and ministers are included.

The format is a guide, not a prescription. It is intended to meet the needs of most requirements for Cabinet decisions. Because not all implications affect all circumstances, the format contains only the headings that are almost always required. Other headings should be incorporated if they are applicable to the situation or if they will help ministers understand the issue better and arrive at an informed decision.

One of the major subsections that must be completed under the heading "Implications" is "Public Acceptability". The information under this heading must describe the effects (positive, negative or neutral) that the recommended course of action will have on the public as a whole, particular groups and key stakeholders (of the sponsoring department or agency) and of government as a whole. Ministers may refer to these implications as political implications because they describe public reaction. In the Cabinet Decision Item, they reflect the feedback and

information gained from discussions during the development of the policy and from other sources. They are not to be confused with partisan implications, which are not addressed in the Cabinet Decision Item, but which the ministers bring to the discussion from feedback from their constituents, caucus, and the party.

The information needs of the specific Cabinet committee and the secretariats that will be reviewing the submission should be considered when completing the detailed analysis. Additional attention should be given to those areas that the committee will be most interested in. Some elements or parts of the format may not be applicable to submissions seeking approval of only implementation or communications strategies.

The format does not replace judgment and common sense. If the format needs modifying to fit a unique situation, discuss the matter with your legislative officer, communications advisor, and the analyst/advisor for the Cabinet committee and/or the Cabinet Secretary. It should be possible to find a workable solution.

(f) Handling

Cabinet Secretariat sets out the format requirements for Cabinet Decision Items as well as other Cabinet documents. Their requirements indicate proper forms of address and signature, paper, page layout and font specifications, deadlines, quantities, and the delivery address. As Cabinet documents, Cabinet Decision Items, are highly confidential. They must be prepared, stored and filed as confidential documents.

Preparing, Storing and Mailing Cabinet Documents and Other Confidential Material for Ministers, Cabinet Committees and Cabinet
Only the Premier and members of Cabinet have the authority to release policy decisions. Therefore, it is essential that policy recommendations, information supporting the recommendations, and other material prepared for a minister's or Cabinet committee's consideration, be kept confidential. Items prepared for a minister's, a Cabinet committee's, or Cabinet's consideration are usually drafted by officials in a department, Crown corporation or government agency. Each organization needs its own procedures for ensuring documents that are being prepared allow for adequate consultation without revealing specific recommendations and sensitive information. Each government organization also needs filing and storage systems, both paper and electronic, that enable them to keep, in a secure situation, background information, final versions of documents, and copies of records of decisions. Systems are also required for determining who should have access to this information and for controlling access. Records of Decisions (Committee and Cabinet Minutes) must never be photocopied.

Guidelines for Managing Confidential Material - Some general guidelines for preparing, storing and mailing confidential documents include:

- involve only those people who must be involved in drafting, consulting, typing, reviewing and approving the document;

- limit circulation of draft documents to only those who need to be consulted or who need to review the documents. Prepare a circulation list for each item and if necessary have the person sign for the document;
- protect documents from being read by passers-by when they are being typed or reviewed by ensuring that they cannot be read from computer screens or exposed pages;
- protect the content of documents by restricting discussions to places where the discussion cannot be overheard by passers-by, the media, or others;
- destroy/delete unnecessary duplicates and drafts;
- store confidential documents in locked filing Cabinets in the offices of senior officials;
- package documents in plain envelopes without holes or rips. Seal the envelopes and mark them confidential. Include both the sender's and recipient's addresses and ensure that the recipient's address is correct. Do not send this material via "interoffice mail", either have it hand delivered or sent by courier;
- ensure all documents stored on electronic files are secure and accessible to only those who need to have access to them;
- do not send confidential documents by electronic methods (fax or email) without first contacting your information systems officials to determine whether it is possible to send such documents in a secure manner.

Requirements Related to Freedom of Information and Protection of Privacy - *The Freedom of Information and Protection of Privacy Act* exempts Cabinet and Cabinet-related documents from release should a member of the public request a document or a series of documents. However, from time to time a lawsuit arises and Cabinet documents are requested. In Saskatchewan, the Queen's Bench Rules of Court require each litigant to provide to each other litigant a written list (Statement as to Documents) of each and every document in its possession that might be considered relevant to the issues in the lawsuit. This obligation applies to all ministerial and Cabinet documents as well as to documents generated by and for other parts of government. The duty to provide the list, however, does not mean that the documents themselves must be furnished. Practice to date has been to exempt Cabinet documents from access.

Officials who prepare policy documents or attend policy discussions, need to adopt practices and instill them into their workplace, which prepares the organization for dealing with documents should a lawsuit arise. The following measures are recommended:

- ensure that any document that is intended for Cabinet or a Cabinet committee clearly indicates this purpose. This applies to not only items such as Cabinet Decision Items, Nominations, and Information Items, i.e., items intended for the Cabinet agenda, but also to notes, working papers, drafts of Cabinet documents, consultation notes, minutes, and correspondence (including e-mails and electronic versions);

- limit the number of drafts and working papers in existence. Dispose of as many of the initial working papers and drafts as practical; and
- remember that notes taken at meetings can be subpoenaed.

3. Analysis of the Policy Proposal

(a) Analysis by the Sponsoring Organization

The Cabinet Decision Item is a tool that program and policy officials within departments and agencies can use in developing government policy and that senior management and central agency analysts can use in examining policy.

The requirements for preparing a Cabinet Decision Item:

- encourage more holistic policy development in which all dimensions of a policy are considered and the proposal presents a balanced examination of the issues, alternatives and implications;
- foster broader based consultation and policy development;
- strengthen planning for implementation and communication;
- provide officials with a document they can use to obtain direction from senior management;
- provide senior management, the sponsoring minister(s) and other ministers with the public policy analysis; and
- provide senior officials and the secretariats of the various Cabinet committees with the detailed information they need to analyze the proposal and make recommendations to a Cabinet committee or others.

The attached checklist (see **Appendix "D"**: Checklist for Use in Assessing Completeness of the Preparation of Cabinet Decision Items) summarizes many of the common issues that need to be considered in developing and analyzing policy. Each department, agency and corporation should feel free to tailor this checklist to the needs of the specific organization and its clients by adding items to the list. However, drafters should refer to this checklist to ensure that all pertinent issues have been considered, even if it is not necessary to include them.

(b) Analysis by the Committee Secretariats

Prior to placement on a committee agenda, the committee secretary ensures that the analysts/advisors within their unit and appropriate individuals in other central agencies or affected departments are aware of the submission and its effects. Policy analysts/advisors undertake a policy assessment of the submission and determine whether it is complete, identifies reasonable options, provides a full discussion of the implications of the options, including the recommended option, is financially feasible in the immediate and long-term, fits with government priorities and other policies, and addresses all relevant dimensions. The Cabinet and committee secretaries must determine whether the submission should be reviewed by an interdepartmental or Cabinet committee prior to being placed on an agenda, and if so, which one(s). At this stage the Premier and committee chairs rely on these officials to

ensure that items that require further policy development, information or co-ordination are held and reworked until they are ready for a decision. The secretaries of the Cabinet committees are responsible for integration of policy and, to the extent possible, obtaining consensus on the proposed recommendation, prior to review by a Cabinet committee.

4. **Making, Recording and Communicating the Policy Decision**

(a) Cabinet Committees

The committee secretaries manage the information flow and the deadlines for agenda items for their respective committees. When an item is ready for review by a Cabinet committee, they prepare all material for the meeting and ensure those who should be present for part or the entire meeting are notified. The committee secretaries brief the chairs of committees before committee meetings. After the Cabinet committee meeting, the secretary ensures that all recommendations of the committee are recorded. They are transmitted to Cabinet Secretariat as minutes in accordance with a standardized format (note **Appendix "E": Format for a Cabinet Committee Minute**). Cabinet Secretariat attaches the minute to the respective Cabinet Decision Item for inclusion in the ministers' Cabinet books.

Who attends Cabinet committees varies and depends on the specific committee. At all committees, officials from departments sponsoring the proposal, generally the deputy minister or his/her designate and public servants who are specialists in the subject, attend to provide information, answer questions, and assist ministers with the discussion. Senior officials from central agencies often attend Cabinet committee meetings. Ministers sponsoring the proposal attend the meetings of policy Cabinet committees but do not attend Treasury Board and Committee on Public Sector Compensation.

Treasury Board: Department of Finance staff support Treasury Board during the preparation of the budget and during the review of policy submissions. With respect to Cabinet submissions, Department of Finance staff often reviews proposals before they are placed on the Cabinet agenda in order to provide advice to Cabinet on the financial aspects of policy options under consideration or decisions to be implemented. Upon consideration of the policy merits of the request, Cabinet may refer the request to Treasury Board for a full review of the financial implications and financial recommendation. The staff develop and analyze revenue, expense, economic and compensation policies to assist Treasury Board and Cabinet in developing and implementing the government's fiscal plan.

Department of Finance staff (budget analyst and manager) attend Treasury Board meetings to present a summary of the proposal, initiate the discussion, and record the decision. They also provide information on the financial analysis and support the ministers by ensuring necessary questions are asked. The Deputy Minister of Finance/ Secretary of Treasury Board, Assistant Deputy Minister of Finance (Treasury Board Branch), and Executive Director of Fiscal Policy attend board meetings on a regular basis to provide information and analysis. Others who may

attend meetings of the board include the Deputy Minister to the Premier, Cabinet Secretary, the Chief of Staff and the Associate Deputy Minister to the Premier (Cabinet Planning Unit). These individuals attend to provide advice, to facilitate co-ordination of policy, and/or to facilitate the use of effective processes.

Committee on Planning and Priorities: The Committee Secretary and staff who are from the Cabinet Planning Unit attend to present analysis and recommendations, to answer questions, to assist the chair and ministers, and to record decisions. The Chief of Staff may attend to provide political comment and advice and the Cabinet Secretary attends regularly. Other officials who are invited to attend are the Deputy Minister of Finance/Secretary of Treasury Board, and the Deputy Minister of Government Relations and Aboriginal Affairs. Department officials and the Minister responsible present their proposal to the committee.

Committee on Public Sector Compensation: Besides committee staff and officials of the department/agency sponsoring the proposal, others may be invited to be present to provide information or serve as advisors. Senior officials from the Department of Finance (Deputy Minister/Treasury Board Secretary) and the Crown Investments Corporation may attend to provide advice and to facilitate policy co-ordination with financial policy and with policy in the Crown corporations. Additionally, the Deputy Minister to the Premier, the Cabinet Secretary, the Associate Deputy Minister to the Premier, the Deputy Minister of Labour and the Chair of the Public Service Commission are invited to attend committee meetings. The Chief of Staff may attend to provide political comment and advice.

Legislative Instruments Committee: Committee staff who are from the Cabinet Secretariat attend to facilitate the discussions and record decisions. Staff from the Department of Justice attend to provide legal advice and to understand the intent of the decision in order to draft bills and regulations. Staff from the House Business and Research Unit attend the segments of the meetings that deal with draft bills in order to prepare for their introduction in the Legislative Assembly. From time to time, officials from the Department of Finance and the Cabinet Planning Unit are invited to attend. Department officials present their proposal to the committee.

Crown Investments Corporation Board: Committee staff who are from Crown Investments Corporation attend to facilitate the discussions and record decisions. Senior officials from the Department of Finance attend to provide advice and to facilitate policy co-ordination with financial policy. The Cabinet Secretary may attend to ensure coordination with the larger Cabinet agenda, and the Chief of Staff may attend to provide political comment and advice. Other officials who are invited to attend are from the Cabinet Planning Unit.

It is the prerogative of the Premier to determine the number, composition and mandates of the Cabinet committees. With the exception of the statutory Cabinet committees, Treasury Board, Investment Board, and Crown Investments Corporation Board, the Cabinet committees may change in number and/or mandate. Each time the Premier makes changes to the Cabinet, it is important to ensure that the most up to date

information is used as a reference. (Note: **Appendix “F”**: Composition of the Cabinet Committees.)

(b) Cabinet Meetings

The Cabinet Secretary prepares Cabinet agendas for the Premier’s consideration. Part of this preparation is ensuring that adequate advance consultation has occurred, particularly with the Cabinet Planning Unit, Communications Co-ordination Unit, Treasury Board, Government Relations and Aboriginal Affairs, Justice, Industry and Resources, the Public Service Commission, affected departments and agencies, and key stakeholders. The Cabinet Secretary also ensures that appropriate Cabinet committees and interdepartmental committees have reviewed the submission and that any outstanding issues have been addressed. The Cabinet Secretary has the authority to withhold items from the Cabinet agenda until all requirements have been met.

The Cabinet Secretary briefs the Premier prior to Cabinet meetings. The deputy ministers and senior officials brief their ministers on items the ministers have on the agenda. These briefings address matters such as the major policy decisions required, major implications, sensitivities, the range of perspectives on the issue, and the support for the proposal.

Attendance at Cabinet meetings is restricted. The Deputy Minister to the Premier, Cabinet Secretary, Chief of Staff and other officials from time to time attend to observe the discussion and its dynamics, hear the decisions and understand the rationale for the decisions. The Cabinet Secretary attends to record the decisions, ensure orders in council and regulations are properly processed, prepares the minutes, and communicates the decisions, including the intent of the decision and the full scope of the decision. The Chief of Staff to the Premier attends to liaise with the caucus and to assist with the management of communications stemming from Cabinet decisions.

Decisions are recorded as Cabinet minutes and while ministers are expected to inform their deputies of the decisions taken, the Cabinet Secretary keeps the written records of the decisions for future reference and supplements the ministers’ oral briefings. The Cabinet Secretary communicates the decisions on a confidential basis to the affected ministers, heads of departments, agencies, and Crown corporations and briefs key individuals in Executive Council on the decisions.

5. Implementing the Policy Decision

There are many ways a Cabinet decision can be implemented. The major mechanisms are legislation, regulations, orders in council, minister’s orders and programs or services. Program implementation includes the resources required to implement the program, rates and fee schedules, program eligibility, and other matters specific to the purpose of the program. There are other mechanisms as well, such as communications activities, public education, guidelines, standards, grants, performance and/or tax incentives or disincentives, contracts, agreements, etc. The status quo may also be a realistic option. Some matters are so major, complex and/or controversial that the communications plan and action plan are as important as the policy itself.

6. Linkages and Co-ordination

Good policy development and co-ordination requires an exchange of ideas between senior officials and elected representatives. This must occur both informally, through the development of strong working relationships and networks, and formally through planned appointments, attendance opportunities, and processes. Linkages are essential at both the officials and ministerial levels to facilitate the necessary co-ordination and integration.

Many submissions require the comments of certain participants before they can be placed on a committee or Cabinet agenda. One or more branches of the Department of Justice and the Department of Finance must review all legislation. The Department of Finance and Co-ordinator of Regulatory Reform review and comment on all proposed regulations. The Department of Justice must review orders in council and the Department of Finance must review those with financial implications. The Cabinet Planning Unit reviews all major policy.

At the ministerial level, linkages are achieved through the judicious overlapping of ministers on Cabinet committees. At the officials level, senior officials of the central agencies frequently attend, in addition to the secretariat staff, meetings of the Cabinet committees. An official of the Cabinet Planning Unit attends Treasury Board meetings. A representative from the House Business and Research Unit attends meetings of the Legislative Instruments Committee as the link to the House Leader.

When the agenda topic is of relevance to a department, Crown or agency, the senior official from the affected organization may be invited to attend the portion of the meeting that deals with the subject. The committee chair may also invite a minister with an interest in a particular agenda item to be present for the discussion of that item.

Central agencies and the Cabinet Secretary also facilitate co-ordination among departments and committees. The secretariats work with each other on a daily basis to encourage consistency in policy development, obtain consensus on the recommendations, and co-ordinate reviews of submissions.

Chapter IV.

ADDITIONAL INSTRUMENTS FOR CABINET

A. Nominations

Nominations by the appropriate minister are always required for appointments to agencies, boards and commissions when a statute provides a power for the Lieutenant Governor in Council to appoint members. (Note: See [Appendix "H"](#): Drafting Guide for Nominations.)

B. Cabinet Information Items

Chapter III dealt in some detail with items requiring Cabinet decisions. These were Cabinet Decision Items.

Cabinet Information Items are instruments used by the minister to alert Cabinet to situations that may eventually require a decision or to provide a progress report on the implementation of a previous Cabinet decision.

The Cabinet Secretary should be consulted on the need for either a Cabinet Decision Item or a Cabinet Information Item if it is unclear which instrument should be forwarded to Cabinet. (Note: See [Appendix "G"](#): Drafting Guide for Cabinet Information Items.)

C. Orders in Council

An order in council is a legislative instrument, provided for by statute, and when approved by Cabinet and signed by the Lieutenant Governor, has the effect of law.

Orders in council are required for several distinct purposes, including:

- government organization;
- remission of taxes;
- approval of federal/provincial agreements and other agreements involving the province;
- appointments to agencies, boards and commissions;
- approval of grants in excess of \$50,000;
- authorization of the sale and/or transfer of Crown lands;
- authorization of special warrants;
- certain Public Service appointments;
- implementation of regulations; and
- proclamation of Acts.

Ministers must sign orders in council before they are considered for inclusion on Cabinet's agenda.

The Minister of Finance (in addition to the appropriate Minister responsible) must also sign:

- a) Orders recommending certain expenditures of government funds (i.e., special warrants); and
- b) Orders recommending federal/provincial agreements.

Occasionally an order in council will cite more than one Act as authority for an order in council. In these instances, the order must be recommended by the Minister responsible for each Act.

All orders in council must be approved by a Crown counsel from Legislative Services, Department of Justice who review it for legality and constitutionality.

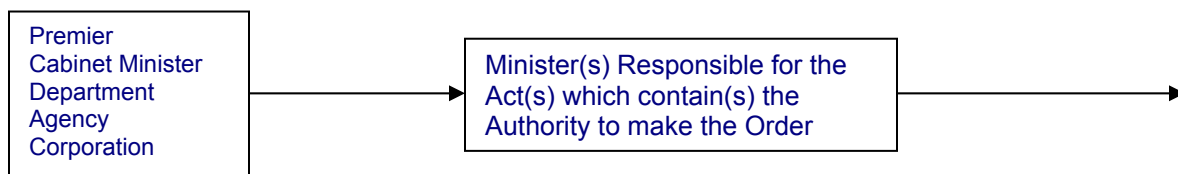
The Department of Finance, Crown Investments Corporation and the Department of Government Relations and Aboriginal Affairs provide comments on orders in council as needed.

The Legislative Instruments Committee must review all orders on the Cabinet's agenda.

The order in council process is outlined as follows in Figure 6. (Note: See **Appendix "I"**: Order in Council Fact Sheet and Format Sample.)

Figure 6. Order In Council Process

1. Initiation, preparation and Ministerial approval



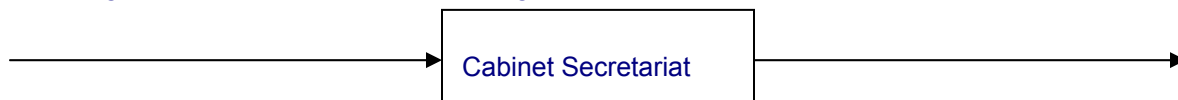
2. Assessment of readiness and legal review.



3. Routing to Legislative Instruments Committee and to Cabinet for decision.

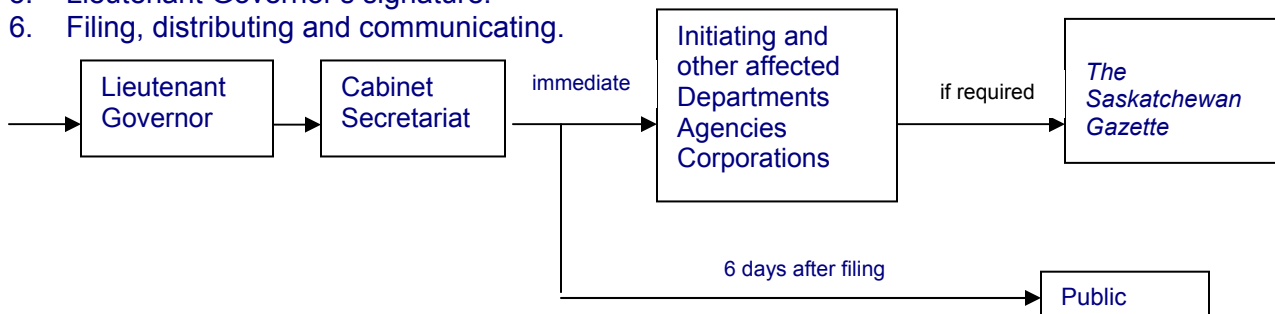


4. Routing to Cabinet Secretariat for assignment of date and number.



5. Lieutenant Governor's signature.

6. Filing, distributing and communicating.



D. Regulations

Regulations are often referred to as “delegated legislation” or “subordinate legislation”. Regulations are an addendum to legislation - they are the details. Legislation is passed which incorporates a principle or policy, but does not attempt to deal with detail or the changes which may from time to time be needed. The details are incorporated in the regulations.

There are different types of regulations:

- (a) Lieutenant Governor in Council regulations
- (b) ministers’ regulations
- (c) agencies regulations

Regulations are a special type of legislative instrument which have specific procedural requirements.

Regulations explain how provisions of the acts are to be applied. Acts contain the principles and power; regulations contain the specific details. Regulations are more flexible than Acts because they can be prepared or amended relatively quickly and therefore can adapt to changing circumstances more readily.

Regulations are brought into force by:

- an order in council;
- a minister’s order; or
- a board order

A regulation must be filed with the Registrar of Regulations to have effect.

Unless a dispensation has been granted, the Registrar of Regulations must publish all regulations in The Saskatchewan Gazette in their entirety.

1. **Regulations (Lieutenant Governor in Council)**

- (a) Steps in preparation and processing of order in council regulations:
 - (i) The department, agency or corporation determines the need for regulations.
 - (ii) The department, agency or corporation prepares drafting instructions in consultation with its legal counsel and Legislative Drafting and Legislative Services of the Department of Justice.
 - (iii) The originator circulates the drafting instructions to affected groups outside government for review and recommendation as well as affected government departments, Crown corporations and other agencies for input and comment.
 - (iv) After comments have been received, Legislative Drafting makes the necessary changes and stamps the regulations approved.

- (v) The originator sends the proposed regulations to the Treasury Board and Comptrollers division in the Department of Finance or in the case of regulations initiated by a Crown corporation, to the Crown Investments Corporation for review of financial implications, compliance with accounting and reporting policies and compliance with legislation governing financial administration. Also, at this time, the originator sends three advance copies to Cabinet Secretariat.
- (vi) The Minister signs the original regulations, stamps 20 copy sets and forwards them all to the Cabinet Secretariat.
- (vii) The Legislative Instruments Committee reviews the proposed regulations and recommends to Cabinet, through its minutes, whether the regulations should be approved, denied or modified and whether special communications strategies are required.
- (viii) Cabinet may approve the regulations, deny them, or return them to the Minister for modifications.
- (ix) Regulations that have been approved by Cabinet are then signed by both the President of the Executive Council and the Lieutenant Governor.
- (x) Upon filing the approved regulations, the Registrar of Regulations notifies the Legislative Drafting Section of the Department of Justice to arrange for the regulations to be gazetted. Gazetting must occur within 30 days of the filing date.
- (xi) Regulations made by Lieutenant Governor in Council's Orders are made available for public inspection in the Cabinet Secretariat after they have been filed. (Note: See [Appendix "J"](#): Regulations (Lieutenant Governor in Council). Format example, Schedule Sample, Drafting Instructions Memorandum and Regulatory Code of Conduct.)

(b) Exemption from Gazetting

The Registrar of Regulations may exempt regulations or part of the regulations from publication in [The Saskatchewan Gazette](#) if:

- regulations are or will likely be available to all persons who are affected by them;
- the regulations are of a length to render publication in the [Gazette](#) impractical or unduly expensive;
- parts of the regulations are bulky or too complex to reproduce.

2. [Regulations \(Minister's Order\)](#)

The sequence of steps in preparing regulations that are made by Ministerial Order is similar to the sequence of steps in preparing Lieutenant Governor in Council regulations. (See steps (a) (i)-(iv) and (x) above as they apply to Regulations (Minister's Order).) The major difference is that most ministers' regulations are not reviewed by the Legislative Instruments Committee.

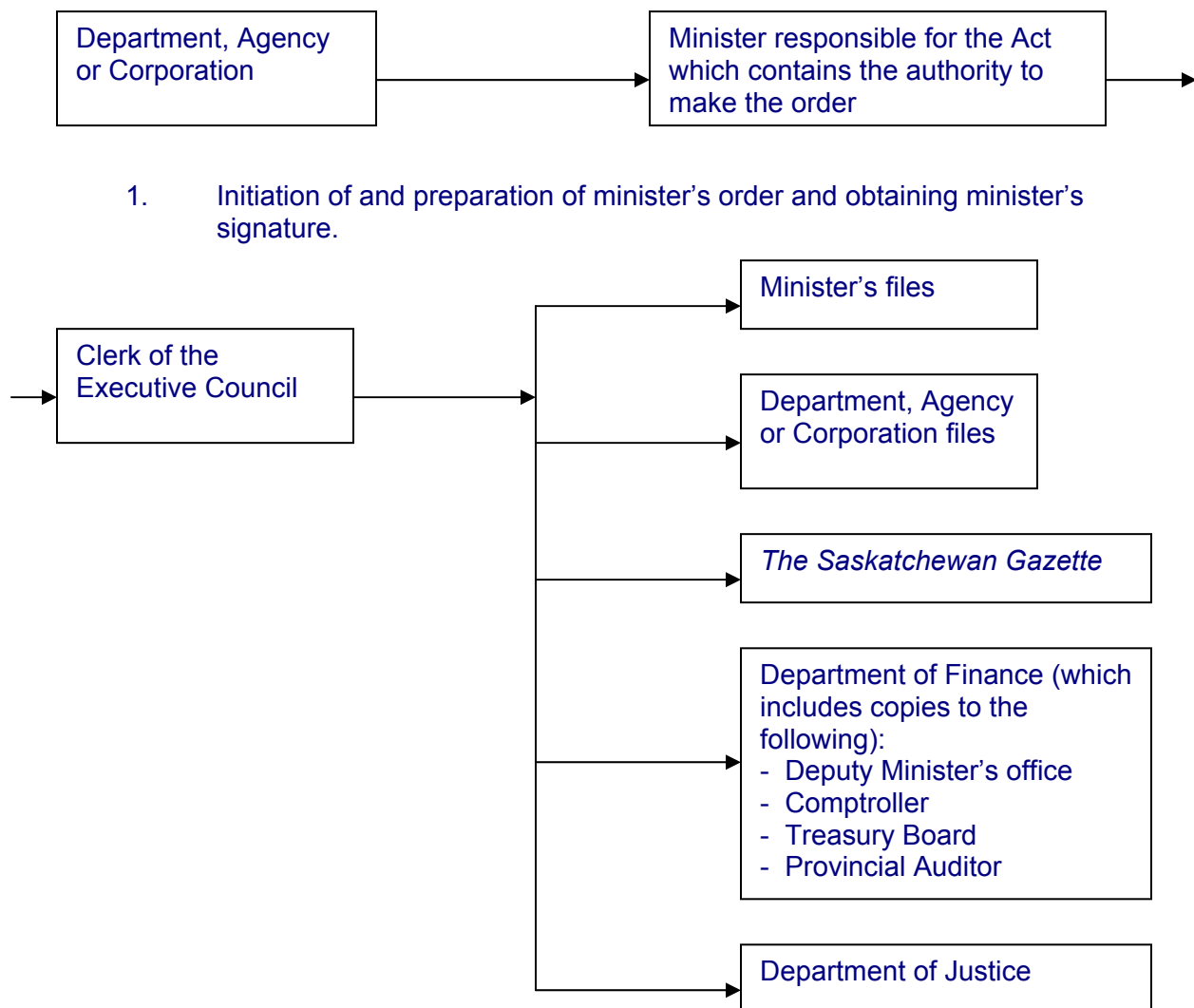
If satisfied with the proposed regulations, the minister signs the original and forwards it to the Registrar of Regulations (Cabinet Secretariat).

The minister is also responsible for advising the registrar of any unique requirements respecting the proposed regulations such as urgent deadlines, coordinating filing dates with other events, and exemption requirements with respect to publishing in The Saskatchewan Gazette.

When ministers' regulations must be approved by the Lieutenant Governor in Council, all of the procedures for Lieutenant Governor in Council regulations apply (including number of copies). Very few ministers' regulations also require Cabinet approval. If they do require Cabinet approval, the Act will stipulate that the minister makes regulations subject to the approval of the Lieutenant Governor in Council.

Regulations made by ministers' orders are made available for public inspection in the registrar's office (Cabinet Secretariat) after they have been filed.

Figure 7. Regulation (Minister's Orders) Process



2. Filing, distribution and publicizing Regulation Minister's Orders.

3. Regulations (Agency, Board, Commission)

The agency determines that there is a need for regulations. As with Lieutenant Governor in Council regulations and ministers' regulations, this need may be a consequence of new legislation, changes in society or industry, new problems or recommendation by a task force, affected group or key audiences.

The sequence of steps in preparing agency regulations (done by Legislative Drafting, Department of Justice) are similar to the steps in preparing Lieutenant Governor in Council or ministers' regulations.

When approval by order in council is not required, the agency sends the originally signed order to the Registrar of Regulations (Cabinet Secretariat) with a request to file and publish in The Saskatchewan Gazette.

E. Legislation and the Legislative Review Process

1. Call for Legislation

The Chair of Legislative Instruments Committee issues a request in July for proposed legislation to all deputy ministers, chief executive officers and chairpersons of departments, Crown corporations and government agencies. In turn, deputy ministers/chief executive officers submit a list of recommended legislative proposals to ministers for their approval.

2. Stage 1 - Approval of Policy

Ministers review the legislative proposals and provide to the Secretary of the Legislative Instruments Committee, by early September, their recommended list of proposals, including a brief description of each amendment/new request indicating:

- name of the legislation involved;
- recommendation (reason for changes or new legislation);
- background;
- implications;
- alternatives;
- priority (urgent, high, medium, or low).

These lists should include any proposals to repeal existing legislation and the reasons for the repeal.

The Secretary, Legislative Instruments Committee submits this list of legislative proposals to Government Caucus Office. (Note: See [Appendix "M"](#): Legislation - Stage 1, Stage 2 and Stage 3.)

3. Caucus Committees

Ministers must present approved legislative proposals to the appropriate Caucus committees by an established Fall deadline. The proposals should outline the background and intent of the proposed legislation. This stage involves a discussion of policy rather than draft legislation.

The originating minister will then immediately advise the Secretary of the Legislative Instruments Committee (LIC) of the recommendations of the Caucus committees.

Where appropriate, the minister then forwards proposals to Treasury Board for financial review and provides a copy to the Secretary for information purposes.

Legislative Instruments Committee will review the legislative proposals recommended by Caucus committees and, in turn, make its recommendations to Cabinet.

4. Stage 2 and Stage 3 - Drafting Instructions and Draft Bills

During the period from October - January, the Committee reviews and approves legislative proposals recommended by the Caucus committees. The proposed legislation undergoes a two-stage review by the Legislative Instruments Committee:

- presentation of drafting instructions (Stage 2)
- presentation of draft bills (Stage 3)

Drafting instructions and draft bills are reviewed by Cabinet on an ongoing basis throughout this period (October - January).

5. Caucus

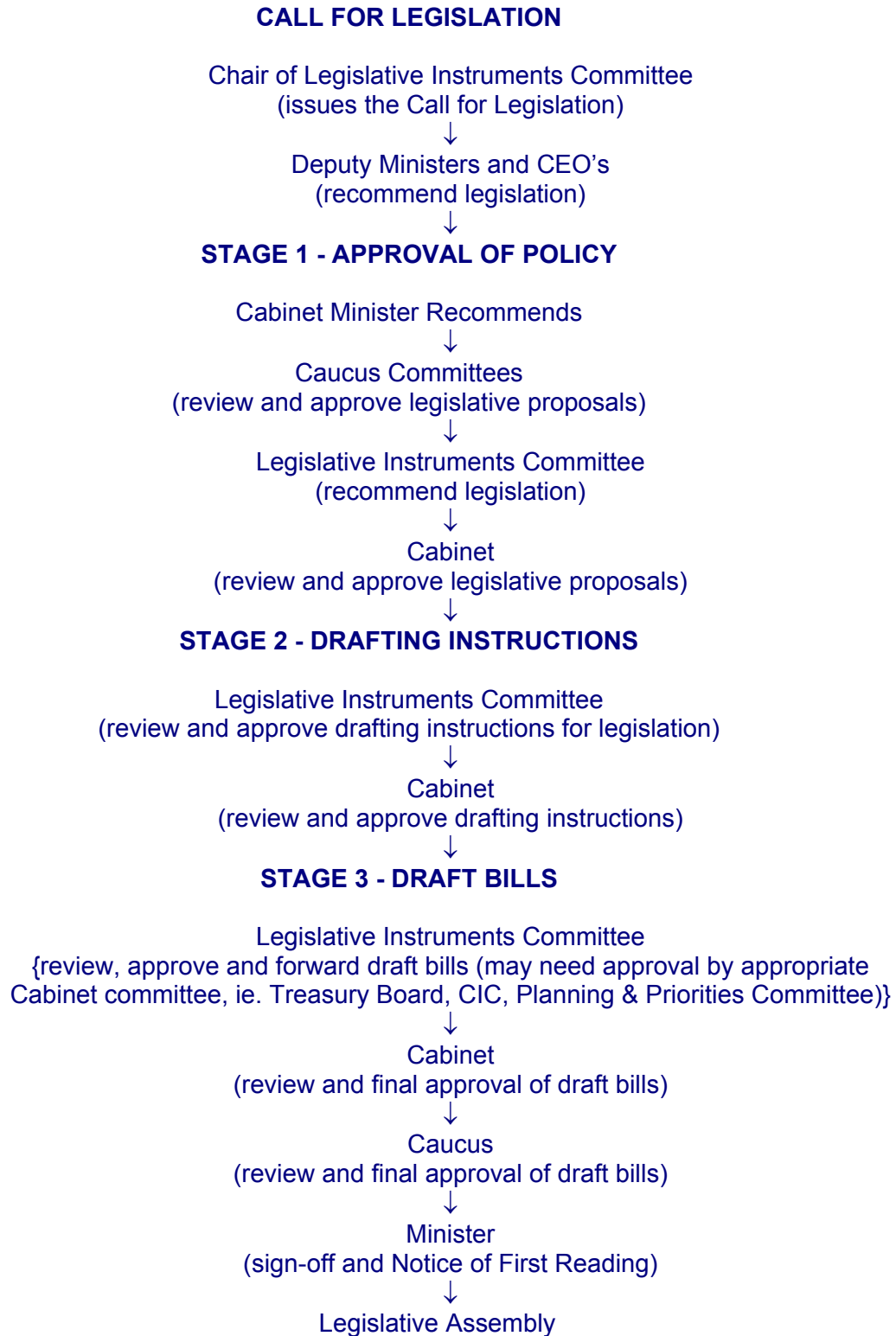
Draft bills (except budget driven ones) approved by Cabinet are forwarded to Caucus for detailed review. Caucus will receive recommendations from LIC and complete its consideration.

6. Introduction in the House

After final approval by Cabinet and Caucus, draft bills are forwarded to the originating minister for preparation for the Legislative Assembly (House). Ministerial sign-off must be obtained at least one month prior to a proposed Spring Session.

The minister responsible, in consultation with the Government House Leader, serves notice and introduces the bill through first reading in the House.

Figure 8: The Route Legislation Takes



Chapter V.

**OTHER DOCUMENTS AND PROCEDURES OF
EXECUTIVE GOVERNMENT**

A. Proclamations

A proclamation is a means of recognizing activities that contribute to improving society. This recognition is given by proclaiming a certain day, week or month as a time for Saskatchewan residents to reflect upon the values being endorsed or the contributions being made.

1. Procedures for Proclamations

The designation of a special time period (day, week or month) usually originates from a voluntary or professional organization or other community-based group.

Three to four weeks between the receipt of the request and the desired proclamation date are required to ensure the request can be processed and the proclamation publicized.

Proclamations are not prepared earlier than one month before the date of the event to avoid any embarrassment or confusion should unpredictable circumstances arise.

Requests must be submitted each year, they are not done automatically.

2. Steps

The request is forwarded to the minister and he/she authorizes it and forwards it, with copies of background information, to the Clerk of the Executive Council.

The Clerk of the Executive Council in consultation with the minister decide if the proclamation should be made and who should make it.

The Clerk of the Executive Council forwards the prepared proclamation to the appropriate minister for signing and forwarding the original proclamation to the sponsor.

After the minister has signed the proclamation, a photocopy of it is forwarded to the Clerk of the Executive Council for one placement of a notice of the proclamation in The Saskatchewan Gazette. Queen's Printers requires one week (Thursday noon is their cutoff with publication the following week on Friday) in order to get a notice in the Gazette.

3. Description of the Proclamation Process

Issuing a proclamation is the Premier's or minister's prerogative. Cabinet approval is not required.

The request for a proclamation must originate from a voluntary or professional organization or other community-based group whose request is of significance, on a province-wide basis. It is received by a minister and, if he/she wishes to recommend the proclamation, forwards the request with copies of background information to the Clerk of the Executive Council.

The Clerk of the Executive Council, in consultation with the minister (and, if necessary, the Chief of Staff to the Premier) reviews the request for a proclamation and any reasons one should or should not be made, who should

make the proclamation and whether the standard wording for the proclamation needs to be expanded to clarify the recognition being given.

If the name of the day, week or month being proclaimed is self-explanatory, the Clerk of the Executive Council arranges for the proclamation to be prepared.

If the name of the event to be proclaimed is not self-explanatory, the Clerk of the Executive Council will draft an additional phrase, sentence or paragraph to clarify the nature of the recognition. As soon as this has been drafted, the proclamation is prepared.

The Clerk of the Executive Council forwards the prepared proclamation to the appropriate minister for signing.

After the minister has signed the proclamation, the minister's office is responsible for forwarding the original proclamation to the sponsoring organization and for returning a copy of the proclamation to the Clerk of the Executive Council.

The sponsoring organization is responsible for arranging for any publicity it wishes to have to promote the event.

The Clerk of the Executive Council arranges for one placement of a notice of the proclamation in The Saskatchewan Gazette, if time permits.

4. When Proclamations Are Used

Proclamations may be used to:

- recognize a worthwhile cause;
- endorse an important value;
- focus attention on a specific initiative;
- recognize events or matters of public interest;
- recognize outstanding service by an organization or group;
- recognize contributions of a specific occupation or profession.

Proclamations may not be used to:

- promote political parties;
- promote specific religions or religious events;
- promote purely commercial enterprises;
- promote hatred, denigration or illegal activities.

When a request for a proclamation to designate a special day, week or month is received, other means of providing recognition, instead of, or in addition to, the proclamation should be reviewed. These include:

- sending a letter from the minister to the sponsoring organization congratulating them for the initiative and endorsing the principle;
- attending events related to the initiative;
- issuing a press release on the subject;
- referring to the principle/initiative in speeches, interviews, policy statements, etc.
- providing an official photograph of the signing of the proclamation; and
- tying the substance of the request into other events being proclaimed.

When a proclamation is to be made, the appropriate minister to make the proclamation must be determined. Factors to consider in this selection include:

- which minister's portfolio is most similar to the subject area?
- does a particular minister belong to the association or group making the request and if so, would it be appropriate for this minister to make the proclamation?
- should the proclamation be made jointly by two or more ministers?
- should the proclamation be made by the Premier on behalf of the government to increase the profile of the recognition given?
- should some other means be used to provide endorsement or recognition?

Because there are a limited number of weeks and months in a year, specific dates cannot be reserved for the use of a single sponsor. However, the proclamation is only one component of the publicity of the event. Other components of the sponsor's or government's publicity plan are relied upon to draw attention to the significance of the event and to reinforce the main theme.

Requests must be submitted each year. Often the activities that are being recognized are being sponsored by voluntary groups or organizations and resources available to organize publicity for the event can vary greatly from one year to the next. Requiring requests to be submitted annually, therefore, gives organizations maximum flexibility in setting their priorities and allocating their resources. Sponsoring organizations, however, may request recognition of an event, achievement, etc., any time during the year and for the same time frame year after year.

5. Content and Format of the Proclamation

Either the Premier's "Certificate of Recognition" or the minister's "Certificate of Recognition" forms are used.

The standard wording for proclamations is:

"I, (name of minister), Minister of (department, secretariat, agency)
in the Province of Saskatchewan, in exercise of the powers
conferred upon me, do hereby designate the (day, week, month),
to be:

"Name of the Day, Week, Month"

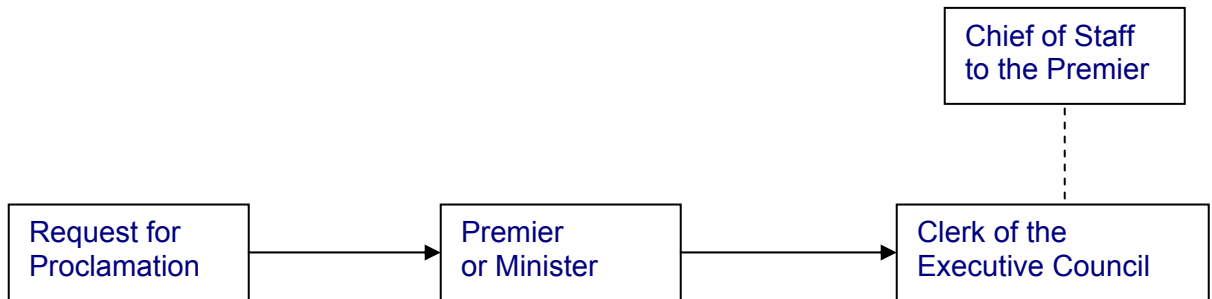
And I request the citizens of the Province of Saskatchewan to
recognize this (day, week, month)."

The wording does not contain "whereas clauses". Only if the name of the event or achievement being recognized is not self-explanatory are additional phrases, sentences or paragraphs used.

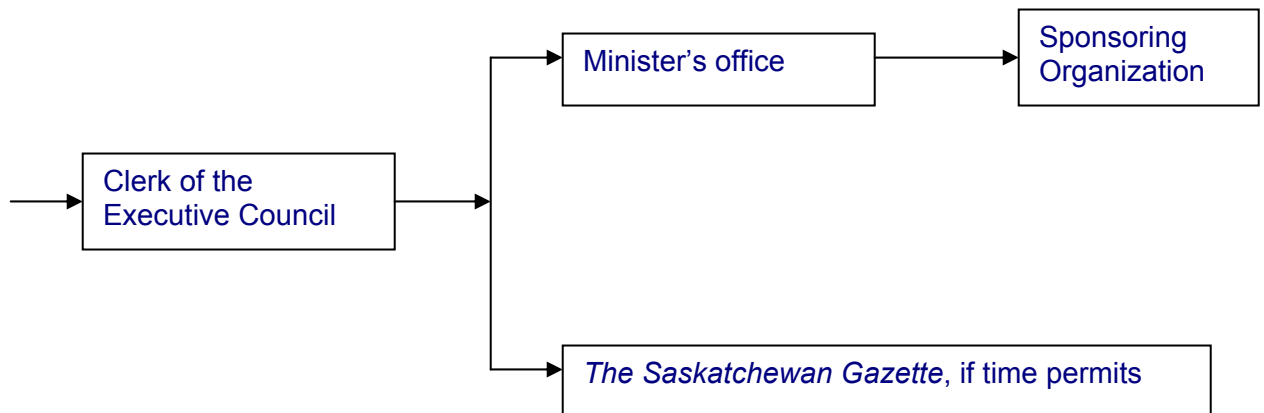
(Note: See **Appendix "N"**: Proclamation and Illustration of the Format and Wording of the Proclamation.)

Figure 9. Proclamations Process

The steps in the initiation, preparation and processing of proclamations are as follows:



1. Initiation of request for proclamation and routing to Clerk of the Executive Council and, on some occasions, to the Chief of Staff to the Premier.



2. Preparation and publicizing of the proclamation.

B. Minister's Orders (Advisory Committees)

1. Cabinet Secretariat's Requirements for Minister's Orders

While minister's orders do not need to be referred to Cabinet for approval or information, many do have to be sent to Cabinet Secretariat. Cabinet Secretariat does not require copies of minister's orders which authorize action but does require copies of minister's orders which appoint individuals to advisory committees and which authorize or approve regulations.

Many Acts allow ministers to appoint advisory committees for specific periods and specific purposes. The term of the advisory committee must first be established. If the term is to be less than one year, the minister may make appointments immediately. If the term is to be longer than one year, an order in council is necessary to authorize the existence of the committee for more than one year.

2. Selection of Committee Members

Selection of committee members is the prerogative of the minister. This selection is often done in consultation with the minister's staff and the department, agency or corporation, as well as the Premier's Chief of Staff office. **When a high profile advisory committee is being created, the minister may choose to obtain Cabinet's input into the selection of the members. The nomination form should be used to obtain Cabinet's input or advice in these situations.**

The minister's department, agency or corporation prepares the order and contacts the individuals respecting their appointments.

The minister's officials prepare and send three copy sets of the minister's order along with copies of the agency data update forms to the Clerk of the Executive Council (Cabinet Secretariat). The Clerk of the Executive Council stamps all three copy sets and sends one copy to the Premier's Chief of Staff office, one copy back to the department, agency or corporation and retains one copy to file within the Cabinet Secretariat office and enters the members information in the data base maintained within the Cabinet Secretariat.

Orders appointing individuals to advisory committees should provide the following information:

- the name of the minister making the appointment;
- the name of the advisory committee;
- the name of the Act authorizing this type of appointment;
- if the term of the advisory committee has been set by order in council, the length of the term and the number of the order in council setting the term;
- the names of the members, their places of residence, and their terms;
- remuneration rates for work, travel and sustenance; and
- the day, month and year the order was issued.

The minister's signature and title belong below the body of the order.

The letterhead the minister uses is appropriate for this type of order.

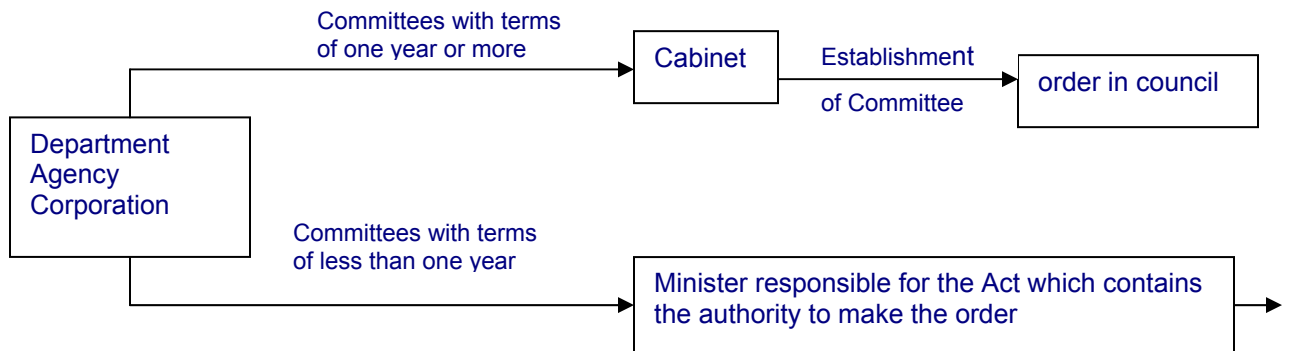
The “Agency Data Update Form” used for orders in council should be used for providing the member information required when appointments to advisory committees are made. (See Appendix “O”.)

The Clerk of the Executive Council does not arrange for Gazetting of these types of minister’s orders. Officials are responsible for making these arrangements.

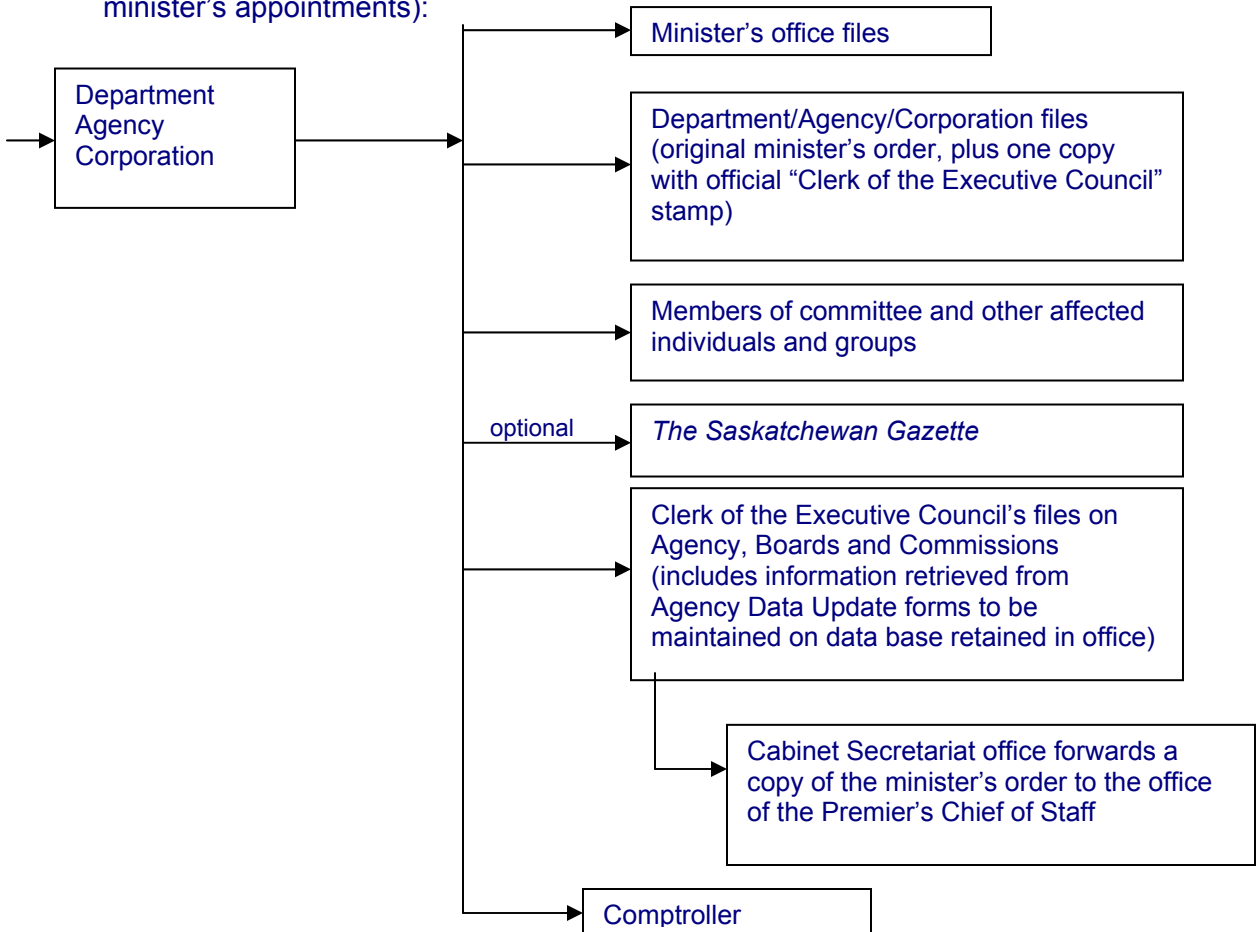
(Note: See Appendix “O”: Minister’s Orders - Advisory Committees.)

Figure 10. Minister’s Order (Advisory Committees) Process

1. Initiation of creating an advisory committee, preparation of a minister’s order and obtaining the Minister’s signature:



2. Filing, distributing and publicizing creation of, and appointments to advisory committees (including Lieutenant Governor in Council appointments as well as minister’s appointments):



C. Appointing Persons to Act in the Absence of Permanent Head

1. Purpose and Authority of Appointments

To ensure there is always a person in place to assume responsibility for the department, the permanent head appoints two or more individuals to act in his or her stead. The Clerk of the Executive Council is responsible for processing and filing all documents relevant to these appointments.

Order in council 981/85 provides the authority to appoint individuals to act in the stead of the permanent head.

2. Types of Appointments and Requirements

The permanent head makes two types of appointments:

- appointment of a person to serve as acting deputy minister when the permanent head is absent; and
- a person to act in the place of the acting permanent head when both the permanent head and acting permanent head are absent.

To be effective, appointments of individuals to act in the stead of the permanent head must be:

- made in writing;
- signed by the respective permanent head; and
- filed with the Clerk of the Executive Council

At least two individuals must be appointed - one acting permanent head and one or more individuals to act when both the permanent head and the acting permanent head are absent.

3. Processing, Filing and Distributing

The Clerk of the Executive Council requires the original document. This document is made available for public inspection with the orders in council. It is then filed in the permanent records. A copy of the signed and filed document is provided to the permanent head by the Clerk of the Executive Council.

4. When Procedure Cannot be Used

The procedure created by Order in Council 981/85 is available only to appoint persons to act in the stead of the permanent head as defined in *The Public Service Act*. This procedure cannot be used to appoint persons to act in other statutory positions. A separate order in council is required for these positions.

(Note: See **Appendix "P"**: Appointment of Acting Permanent Head.)

D. *The Crown Employment Contracts Act*

1. Rules for Reporting and Filing

Any employee who reports directly to the President of a Crown must file a report, as well as deputy ministers. The report should be filed on letterhead.

Include all information as per **Appendix "Q"** sample letter. Do not indicate dollar value of benefit plans except where there is a cash pay out such as a car allowance. If an employee has a leased or CVA vehicle, the actual cost of such is not to be included.

Make sure the letter includes the reason for filing. If it is an amendment, indicate what the amendment is for.

If the filing date and effective date are more than 14 days apart, indicate the reason for this.

Each Crown needs to do the following:

- identify a contact person. Their name, corporate address and phone number will be filed in the Clerk's office and made available to the public on request for additional information or clarification;
- file on an annual basis, an up-to-date executive organization chart with names and titles;
- develop a process to ensure all individuals who must file their terms and conditions of employment do so within the time frames outlined in the Act;
- ensure the Clerk's office is informed when employee covered by the Act terminates or moves to another public sector agency; and
- make certain that amendments to terms and conditions of employment are blind copied to the minister responsible and Crown Investments Corporation.

(Note: See **Appendix "Q"**: Crown Employment Contracts - Sample Letter.)

E. Number of Cabinet Documents

See **Appendix "R"**: Number of Cabinet Documents - for a complete listing of the type of document, deadline for receiving documents and number of documents required by Cabinet Secretariat. This Appendix will reference all documents received and processed through Cabinet Secretariat.

Chapter VI.

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LIST OF FIGURES IN MANUAL

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Chapter VII.

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APPENDICES

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Appendix "A"

**Schedules I and II and
Ministerial Responsibility Order in Council**

TO THE HONOURABLE**THE LIEUTENANT GOVERNOR IN COUNCIL**

The undersigned has the honour to report that:

1. Sections 3, 4 and 5 of The Government Organization Act provide, in part, as follows:

"3 The Executive Council of the Province of Saskatchewan is continued and consists of its present members and any other persons that the Lieutenant Governor may appoint.

4(1) The Lieutenant Governor may appoint, under the Great Seal, from among the members of the executive council, the following officers to hold office during pleasure:

- (a) a President of the Executive Council;
- (b) ministers to preside over the departments of the executive government and to exercise any powers and perform any duties or functions that the Lieutenant Governor in Council may assign or transfer pursuant to section 5;
- (c) ministers, in addition to those appointed pursuant to clause (b) to exercise any powers and perform any duties or functions that the Lieutenant Governor in Council may assign or transfer pursuant to section 5.

(2) The Lieutenant Governor in Council may determine the titles by which the ministers appointed pursuant to subsection (1) shall be known.

5(1) The Lieutenant Governor in Council may, on the recommendation of the President of the Executive Council:

- (a) assign to any minister any power, duty or function conferred or imposed by law on a minister;
- (b) transfer any power, duty or function assigned to a minister under clause (a) to any other minister;
- (c) transfer any power, duty or function that is conferred or imposed by law:
 - (i) on any minister, to any other minister;
 - (ii) on any department, to any minister or other department;

either absolutely or limited for any period and in respect of any purpose or area of Saskatchewan that may be specified by the Lieutenant Governor in Council.

(2) Without limiting the generality of subsection (1), the Lieutenant Governor in Council may assign to any minister or transfer from one minister to another the administration of:

- (a) any Act or portion of an Act;
- (b) any part of the public service;

either absolutely or limited for any period and in respect of any purpose or area of Saskatchewan that may be specified by the Lieutenant Governor in Council.

(3) Where the administration of an Act or portion of an Act or a part of the public service is transferred to a minister under subsection (2), the Lieutenant Governor in Council may also transfer to the minister for administration of the whole or any part of the moneys appropriated in respect of that Act or part of the public service."

2. By Your Honour's Order 844/2003, dated November 21, 2003, certain duties were prescribed for members of the Executive Council, including responsibility for Acts of the Legislative Assembly.

3. It is desirable and in the public interest to repeal Your Honour's Order 844/2003, dated November 21, 2003, and appoint members to the Executive Council and prescribe their duties, including responsibility for Acts of the Legislative Assembly.

The undersigned has the honour, therefore, to recommend that Your Honour's Order do issue pursuant to sections 3, 4 and 5 of The Government Organization Act:

- a) repealing Your Honour's Order 844/2003, dated November 21, 2003;
- b) listing the members of the Executive Council in order of seniority as set out in the first column of Schedule I attached hereto along with their respective offices and their responsibilities set out in the second column;
- c) appointing the Acting Minister for each Minister as set out in the third column of Schedule I attached hereto with respect to the office opposite it and where there is more than one Acting Minister, the Acting Minister whose name is underlined with respect to all other responsibilities of the Minister unless another Minister is listed as an Acting Minister opposite a responsibility;

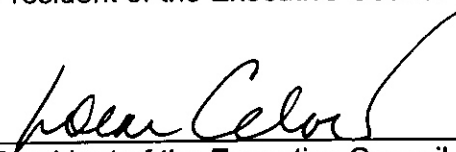
- d) designating the senior member of the Executive Council present in the City of Regina according to the list of Ministers in Schedule I attached hereto, excluding the President of the Executive Council, to be Acting Minister in the event that the Minister and the Acting Minister are absent for any reason; and
- e) assigning ministerial responsibility for the administration of the various Acts of the Legislature as set out in Schedule II attached hereto.

RECOMMENDED BY:




President of the Executive Council

APPROVED BY:



President of the Executive Council

ORDERED BY:



Lieutenant Governor
REGINA, Saskatchewan

SCHEDULE I to OC

<u>MINISTER</u>	<u>OFFICE AND RESPONSIBILITIES</u>	<u>ACTING</u>
Hon. Lorne Calvert	Premier President of the Executive Council	<u>Serby</u>
Hon. Clay Serby	Deputy Premier	
Hon. Pat Atkinson	Minister of Crown Management Board Minister Responsible for the Public Service Commission Minister Responsible for Immigration Deputy Government House Leader Crown Investments Corporation of Saskatchewan (Chairperson) Committee on Planning and Priorities (Chairperson) Treasury Board (Member) Investment Board (Member) Committee on Public Sector Compensation (Member) Public Service Commission	<u>Sonntag Prebble</u> Taylor
Hon. Joanne Crofford	Minister of Community Resources and Employment Minister Responsible for Disability Issues Minister Responsible for Gaming Committee on Public Sector Compensation (Chairperson) Committee on Planning and Priorities (Member) Saskatchewan Housing Corporation Saskatchewan Gaming Corporation Saskatchewan Centre of the Arts	<u>Van Mulligen</u> Higgins Higgins

MINISTER**OFFICE AND RESPONSIBILITIES****ACTING****Hon. Eric Cline, Q.C.****Minister of Industry and Resources
Minister Responsible for Investment
Saskatchewan Inc.****Wartman
Atkinson**

Liquor and Gaming Authority (Chairperson)
Treasury Board (Vice-Chairperson)
Investment Board (Vice-Chairperson)
Crown Investments Corporation of Saskatchewan
(Member)
Saskatchewan Government Growth Fund Management
Corporation
Saskatchewan Opportunities Corporation
Tourism Authority
Saskatchewan Research Council
Information Services Corporation of Saskatchewan
Investment Saskatchewan Inc.

Hon. John Nilson, Q.C.**Minister of Health
Minister Responsible for Seniors****Cline**

Legislative Instruments Committee (Chairperson)
Saskatchewan Health Information Network
Saskatchewan Cancer Foundation
Health Quality Council
Saskatchewan Health Research Foundation

Hon. Maynard Sonntag**Minister of Aboriginal Affairs
Minister of Highways and Transportation
Minister Responsible for Saskatchewan
Telecommunications
Minister Responsible for Saskatchewan
Transportation Company
Minister Responsible for Saskatchewan
Government Insurance****Taylor
Wartman
Atkinson****Atkinson****Atkinson**

Crown Investments Corporation of Saskatchewan
(Vice-Chairperson)

Saskatchewan Grain Car Corporation (Chairperson)

Saskatchewan Telecommunications

Atkinson

Saskatchewan Telecommunications Holding
Corporation

Atkinson

Saskatchewan Transportation Company

Atkinson

Saskatchewan Government Insurance

Atkinson

Highway Traffic Board

Wanuskewin Heritage Park Authority

MINISTER

OFFICE AND RESPONSIBILITIES

ACTING

Hon. Buckley Belanger

Minister of Northern Affairs

Beatty

Office of Northern Affairs
Saskatchewan Development Fund Corporation
(Vice-Chairperson)

Hon. Harry Van Mulligen

**Minister of Finance
Minister Responsible for SaskEnergy
Incorporated
Government House Leader**

**Cline
Atkinson**

Treasury Board (Chairperson)
Investment Board (Chairperson)
Crown Investments Corporation of Saskatchewan
(Member)
Committee on Public Sector Compensation (Member)
Municipal Financing Corporation of Saskatchewan
(Chairperson)
Education Infrastructure Financing Corporation
(Vice-Chairperson)
Saskatchewan Development Fund Corporation
(Chairperson)
SaskEnergy Incorporated
Saskatchewan Pension Plan
Board of Revenue Commissioners
The Municipal Employees' Pension Commission
Public Employees Pension Board
Public Service Superannuation Board

Atkinson

Hon. Andrew Thomson

**Minister of Learning
Minister Responsible for Information
Technology**

**Forbes
Crofford**

Office of Information Technology
Committee on Planning and Priorities (Vice-Chairperson)
Education Infrastructure Financing Corporation
(Chairperson)
Teachers' Superannuation Commission
Saskatchewan Apprenticeship and Trade Certification
Commission

Crofford

MINISTER

OFFICE AND RESPONSIBILITIES

ACTING

Hon. Debra Higgins

**Minister of Labour
Minister Responsible for the Status of Women
Minister Responsible for Saskatchewan
Property Management Corporation**

Crofford

Wartman

Saskatchewan Property Management Corporation
(Chairperson)
Treasury Board (Member)
Investment Board (Member)
Committee on Public Sector Compensation (Member)
Liquor and Gaming Authority (Vice-Chairperson)
Labour Relations Board
Minimum Wage Board
Workers' Advocate
Workers' Compensation Board
Wakamow Valley Authority

Hon. Mark Wartman

**Minister of Agriculture, Food and Rural
Revitalization**

Sonntag

Crown Investments Corporation of Saskatchewan
(Member)
Legislative Instruments Committee (Vice-Chairperson)
Saskatchewan Grain Car Corporation (Vice-Chairperson)
Saskatchewan Property Management Corporation
(Vice-Chairperson)
Agricultural Credit Corporation of Saskatchewan
Prairie Agricultural Machinery Institute
Milk Control Board
Saskatchewan Crop Insurance Corporation
Saskatchewan Lands Appeal Board
Agricultural and Food Products Development and
Marketing Council
Agricultural Implements Board
Wascana Centre Authority

MINISTER

OFFICE AND RESPONSIBILITIES

ACTING

Hon. Peter Prebble

**Minister of Corrections and Public Safety
Minister Responsible for Saskatchewan
Water Corporation**

Thomson

Committee on Public Sector Compensation
(Vice-Chairperson)
Committee on Planning and Priorities (Member)
Meewasin Valley Authority
Saskatchewan Water Corporation

Hon. David Forbes

**Minister of Environment
Minister Responsible for the Office of
Energy Conservation**

**Belanger
Cline**

Office of Energy Conservation
Committee on Planning and Priorities (Member)
Saskatchewan Watershed Authority
Water Appeal Board

Cline

Hon. Len Taylor

Minister of Government Relations

Sonntag

Treasury Board (Member)
Investment Board (Member)
Legislative Instruments Committee (Member)
Saskatchewan Development Fund Corporation
(Member)
Municipal Financing Corporation of Saskatchewan
(Member)
Saskatchewan Assessment Management Agency
Saskatchewan Municipal Board

Hon. Joan Beatty

**Minister of Culture, Youth and Recreation
Provincial Secretary**

Crofford

Committee on Planning and Priorities (Member)
Saskatchewan Arts Board
Interprovincial Lotteries
Saskatchewan Communications Network Corporation
Saskatchewan Archives Board
Western Development Museum

MINISTER

OFFICE AND RESPONSIBILITIES

ACTING

Hon. Frank Quennell, Q.C. **Minister of Justice and Attorney General**
Minister Responsible for Saskatchewan
Power Corporation

Cline
Atkinson

Crown Investments Corporation of Saskatchewan
(Member)

Saskatchewan Power Corporation

Atkinson

Co-operative Securities Board

Farm Land Security Board

Farm Tenure Arbitration Board

Law Reform Commission of Saskatchewan

Office of the Rentalsman

Provincial Mediation Board

Public and Private Rights Board

Saskatchewan Financial Services Commission

Saskatchewan Human Rights Commission

Saskatchewan Legal Aid Commission

Saskatchewan Police Commission

Saskatchewan Securities Commission

Surface Rights Arbitration Board

Automobile Injury Appeal Commission

SCHEDULE II to OC 99/2004

MINISTERS RESPONSIBLE FOR ACTS

KEY

A	Hon. L. Calvert	1	President of the Executive Council
B	Hon. C. Serby	2	Minister of Aboriginal Affairs
C	Hon. P. Atkinson	3	Minister of Agriculture, Food and Rural Revitalization
D	Hon. J. Crofford		
E	Hon. E. Cline	4	Minister of Community Resources and Employment
F	Hon. J. Nilson		
G	Hon. M. Sonntag	5	Minister of Corrections and Public Safety
H	Hon. B. Belanger	6	Minister of Crown Management Board
I	Hon. H. Van Mulligen	7	Minister of Culture, Youth and Recreation
J	Hon. A. Thomson	8	Minister of Environment
K	Hon. D. Higgins	9	Minister of Finance
L	Hon. M. Wartman	10	Minister of Government Relations
M	Hon. P. Prebble	11	Minister of Health
N	Hon. D. Forbes	12	Minister of Highways and Transportation
O	Hon. L. Taylor	13	Minister of Industry and Resources
P	Hon. J. Beatty	14	Minister of Justice and Attorney General
Q	Hon. F. Quennell	15	Minister of Labour
		16	Minister of Learning
		17	Minister of Northern Affairs
		18	Provincial Secretary
		19	Minister Responsible for Disability Issues
		20	Minister Responsible for Gaming
		21	Minister Responsible for Immigration
		22	Minister Responsible for Information Technology
		23	Minister Responsible for Investment Saskatchewan Inc.
		24	Minister Responsible for the Office of Energy Conservation
		25	Minister Responsible for the Public Service Commission
		26	Minister Responsible for Saskatchewan Government Insurance
		27	Minister Responsible for Saskatchewan Power Corporation
		28	Minister Responsible for Saskatchewan Property Management Corporation
		29	Minister Responsible for Saskatchewan Telecommunications
		30	Minister Responsible for Saskatchewan Transportation Company
		31	Minister Responsible for Saskatchewan Water Corporation
		32	Minister Responsible for SaskEnergy Incorporated
		33	Minister Responsible for Seniors
		34	Minister Responsible for the Status of Women

APPENDIX "B": FORMAT FOR CABINET AGENDA

The format for the Cabinet meeting agenda is set by the Cabinet Secretary. A sample Cabinet agenda includes the following information:

CONFIDENTIAL

**AGENDA -- OUTLINE
CABINET MEETING
DATE**

CABINET COMMITTEE REPORTS

Legislative Instruments Committee

- Orders in Council
- Regulations
- Legislation

Treasury Board

- Minutes

Committee on Public Sector Compensation

- Minutes

Crown Investments Corporation

- Minutes

Committee on Planning and Priorities

- Minutes

Federal-Provincial Relations

Verbal Report by the Premier

DECISION ITEMS

CDI's listed in order of precedence followed by Nominations listed in order of precedence

INFORMATION ITEMS

CII's listed in order of precedence

APPENDIX “C”: DRAFTING GUIDE FOR CABINET DECISION ITEMS (CDIs)



Government of Saskatchewan

Decision Item

From: [Minister's Name]
Minister of [Dept.] or
Minister Responsible for [Crown Corporation or Agency]

Date: [Date]

Drafting Guide

If two ministers are sponsoring the proposal, list the ministers and their relevant portfolios vertically. If there are three or more ministers involved, list them horizontally and vertically. If there is a lead minister (as determined by portfolio or legislation assigned), place the lead minister first and other ministers in order of precedence.

To: Premier Lorne Calvert and
All Cabinet Ministers

➤ ***Drafting Guide***

If the Premier is sponsoring the item, direct it to All Cabinet Ministers.

Re: **Title of Submission**

The memorandum should be drafted and circulated with other parts of the Cabinet Decision Item as necessary (but confidentially) to ensure it identifies and deals with all relevant issues from a corporate as well as departmental perspective. It should then be meticulously edited to remove ambiguity and redundancy. Lay language works best, so avoid technical terms and acronyms, unless they are commonly understood. Bullets may be used, however, the use of bullets must be based on a logic track (e.g. as smaller points under a larger point or as a list of components within some category).

Premier Lorne Calvert and
All Cabinet Ministers
Page 2
[Date]

RECOMMENDATION

I recommend that Cabinet:

- 1.
- 2.

➤ **Drafting Guide:**

The recommendation is the minister's preferred option, worded in a way that Cabinet can answer 'yes' or 'no'. It is the solution to the problem or opportunity identified. If approved, the recommendation is all that will endure in the Cabinet minute and so must be written in enough detail that the decision and any directions to ministers and departments/agencies are absolutely clear. They must also be self-contained (i.e. they cannot refer to other parts of the document).

Some recommendations may have several parts that may not be mutually-exclusive. For ease of consideration, these should be separated and numbered accordingly [1., a., (i)]. The components should begin with a verb (e.g. 'Approve'; 'Endorse'; 'Adopt'; 'Grant'; 'Deny'; etc.). The recommendations should include all approvals necessary to implement the decision, for example, amendments to legislation, creation of regulations, additional resources (funding, capital, personnel), and review and evaluation requirements. This section should NOT include the rationale for, implications of, or background to the recommendation.

If needed, consult with staff in the Cabinet Secretariat, the secretariat that provides support to the Cabinet committee that will be reviewing the submission, or in Executive Council's Communications Co-ordination Unit, to ensure the wording of a recommendation is appropriate.

PROBLEM/OPPORTUNITY STATEMENT AND SUMMARY OF KEY ISSUES

➤ **Drafting Guide:**

The problem statement is a brief but explicit definition of the problem being addressed. Effort should be made to identify the real or underlying problem and not just a 'symptom'. If the minister wishes to pursue an opportunity that has been identified, provide a brief but explicit description of the opportunity.

In addition, a short summary or list of the key issues surrounding both the problem/opportunity and the solution (i.e. the recommendation) should be included. Key issues are the main considerations ministers need to take into account in making their decisions. Defining the problem/opportunity and key issues helps ministers understand how the problem has been approached.

Premier Lorne Calvert and
All Cabinet Ministers
Page 3
[Date]

BACKGROUND

➤ ***Drafting Guide:***

The Background section answers “why this; why now?” (i.e. what has prompted this issue to be brought forward at this time.) This should reflect and summarize the critical contextual aspects contained in the Background section of the Detailed Analysis and identify why a Cabinet decision is needed. The information in this section should indicate whether the issue is a new issue or an issue that has arisen before.

RATIONALE

➤ ***Drafting Guide:***

The rationale is the minister’s justification for his or her recommendation. In this section the minister is advocating a specific course of action and explaining why the recommended course of action is the best among the choices available. It is therefore necessary to:

- state why the recommendation is superior to the alternatives;
- if appropriate, indicate which commitments or priorities the recommendation supports;
- if appropriate, indicate which key groups or interests the recommendation will satisfy; and
- indicate what the consequences of not proceeding with the recommendation are.

Include only the most crucial reasons, in descending order of importance. Do not include a detailed description of the alternatives to the recommendation here.

In some Cabinet Decision Items, particularly those that are short or relatively straightforward, it may be desirable to combine the Background and Rationale into one section.

IMPLICATIONS

➤ ***Drafting Guide:***

Provide a brief summary of the implications of the recommendation. Policy, financial, economic and subject-specific implications should always be identified. Environmental, legal, intergovernmental impacts, equity group and other implications often need to be identified. Implications for the public must always be identified. Subheadings for major categories of implications, e.g. financial, economic, environmental, political, etc. may be used if several implications are related to the major category of implications. In some decision items the implications may best be summarized in point form with bullets.

This section should complement but not repeat the information in the Rationale section. The Rationale is all of the reasons why Cabinet should take a certain course of action. The Implications section addresses all of the other factors that must be considered. If a factor has been considered in the Rationale section, it is not necessary to include it in the Implications section.

Premier Lorne Calvert and
All Cabinet Ministers
Page 4
[Date]

COMMUNICATIONS APPROACH

➤ ***Drafting Guide:***

This section is a brief overview of the main features of the Communications Strategy including the most significant strategic consideration, the level of profile, and the key message. It should indicate timing of the major public elements of the strategy. It may be omitted in Cabinet Decision Items that request approval of a Communications Strategy because it will be covered in the Recommendation, Rationale, and Implications sections.

ALTERNATIVES TO THE RECOMMENDATION

➤ ***Drafting Guide:***

In this section, briefly outline two or three realistic and viable alternatives to the recommendation, and the main advantages and disadvantages of each. After reading the alternatives, ministers should understand the choices available and the minister's rationale. This section does not include a description of the recommended option.

Premier Lorne Calvert and
All Cabinet Ministers
Page 5
[Date]

TIME FRAME

➤ **Drafting Guide:**

This section serves two purposes:

- Provides the Cabinet Secretary and Cabinet Secretariat with an indication of the urgency of the submission - why a decision is needed at this time and the consequences of not making a decision now. Refer to major sensitivities, urgent deadlines (e.g. budget or legislative deadlines; external deadlines).
- Provides Cabinet with the time frame for implementation of the decision, for example, if the decision is an early step in a larger process (e.g. approve document for consultations) or if the decision will be implemented immediately.

[Minister's Name]

➤ **Drafting Guide:**

The minister's signature signifies that the minister understands and agrees with the recommendation and is prepared to lead a discussion on it at a Cabinet committee or full Cabinet. This signature also authorizes a review of the proposal by relevant Cabinet committees and placement on the Cabinet agenda. If two or more ministers are sponsoring the item, arrange their names horizontally, then vertically. If there is a lead minister (as determined by portfolio or legislation assigned), place the lead minister first and other ministers in order of precedence.

Drafts of any of the parts may be considered Cabinet documents and must be treated accordingly. Once the memorandum is signed the highest degree of Cabinet confidentiality applies.

SYNOPSIS OF THE PROPOSAL

➤ *Drafting Guide:*

Part II of the Cabinet Decision Item is the Synopsis. The purpose of the Synopsis is to provide a brief summary of the policy proposal in a simple narrative format for the sponsoring minister and his or her colleagues. If the decision is approved, the minister should be able to use the information in this Synopsis to explain the issue to caucus colleagues and others.

The Synopsis is a one page (two pages for complex issues) summary of the problem or opportunity and the proposed solution. It briefly explains how the solution addresses the problem or opportunity and identifies the key issues, the policy implications, and the effect on the public from the perspective of the minister. It also indicates the next steps as outlined in the implementation plan and communications strategy and the key communications messages.

The department's/agency's communications staff should assist with the drafting of this Synopsis, or perhaps draft it when preparing the Communications Strategy.

SUMMARY OF ADVANCE CONSULTATIONS

➤ *Drafting Guide:*

Part III, Summary of Advance Consultations, should answer the following questions:

- Who was consulted (key individuals, organizations, and stakeholders)?
- When were they consulted?
- What response did they give?
- Who will be supportive and who will not be supportive?
- How have any concerns been (or will be) dealt with?

The answers should provide enough information to give Cabinet a picture of not only support or lack of support, but also of specific concerns. Ministers should be able to assess whether the results of the consultation are consistent with feedback they are receiving from their public contacts and stakeholders.

Meaningful consultations with the public and stakeholders are desirable. These must be appropriate and carefully timed. Depending on the sensitivity of the issue, some may require a separate mandate from Cabinet.

At a minimum, Cabinet Decision Items require some internal consultation within government. The earlier internal consultation begins, the better. Reviews by officials at various stages of policy development and of several drafts of the Cabinet Decision Item encourages identification of more issues and provides opportunities to negotiate differences. Waiting until the document is finalized can result in substantial changes being required. Senior officials of the sponsoring department and affected departments must provide the final approval.

Cabinet wants to know whether relevant departments and agencies have been adequately consulted, at what stage, and whether senior officials agreed with the final recommendation. Of particular importance are departments/agencies with a direct policy or program interest. Central agencies (the Departments of Executive Council, Finance, Government Relations and Aboriginal Affairs, the Public Service Commission, and some parts of Justice) must be consulted during the development of the document, and if appropriate, during the development of the policy.

The best consultations occur at more than one stage in the development of a Cabinet Decision Item. Consult early and consult often – consultation is not only an opportunity for reaction but for input into ensuring the best analysis and most durable recommendations.

There are several ways to organize this Part, including:

- Matrix form, i.e. three columns with the headings Contact, Date of Consultation, and Results of Consultation
- Chronologically, in order of date of consultation from the most recent to the earliest in descending order of concerns expressed
- In categories - those in agreement, those opposed and other.

Use the format that will make it easiest for Cabinet to understand where differences of opinions or concerns exist. Separate the external and internal consultations. If consultation has occurred with an individual or group, describe the most recent response and any relevant information related to previous consultations.

At the end of this Part, please insert the departmental contact person for this issue.

Provide this summary to the communications staff for use in preparing the communications strategy.

COMMUNICATIONS STRATEGY

➤ **Drafting Guide:**

Part IV is a detailed Communications Strategy that should be prepared in accordance with the procedures recommended by Executive Council's Communications Unit. The length of the Communications Strategy will vary depending on the complexity of the policy issue and the number of stakeholders affected.

Some of the information in this Part will be used to prepare the Communications Approach in the minister's memorandum (Part I) and Synopsis. Consider the following questions in preparing this Part:

- Does the Communications Strategy clearly explain how and when decisions will be communicated?
- Is the strategy adequately coordinated with other activities of government?
- Have clear messages been defined?
- Have clear target audiences been identified?
- What methods will be used?

Co-ordinate the preparation of the Communications Strategy with the preparation of the Detailed Analysis and Advance Consultation. Information drawn from the

Detailed Analysis and Advance Consultation will need to be linked to the response for the audience.

The Communications Strategy must be approved by the Communications Unit of Executive Council **before** the Cabinet Decision Item is provided to the minister for signature. Departmental/agency communications staff must be involved in the early stages of developing the Cabinet Decision Item to ensure an appropriate Communications Strategy is prepared and to help co-ordinate the necessary approvals.

COMMUNICATIONS CHALLENGE

➤ *Drafting Guide:*

In one or two sentences, summarize the issue and the environment from a communications perspective and explain what has to be communicated and the key sensitivities around it.

STRATEGIC COMMUNICATIONS CONSIDERATIONS

➤ *Drafting Guide:*

The information in this section selects the background that is relevant to communicating the decision. It should not repeat the entire background found in the detailed analysis. Include:

- facts that provide the context for the communications strategy;
- strategic considerations that are the base support/rationale for the communications approach and activities recommended;
- public environment and major external impacts or related issues that affect communicating the decision;
- research done including any polling, focus group and related research that captures the public mood; and
- media scan, that is an assessment of recent media coverage of the issue or specifically related issues.

KEY STAKEHOLDER ASSESSMENT

➤ *Drafting Guide:*

Analyze what key stakeholders have been doing in relation to the specific issue. Drawing on the results of the advance consultations and other information, determine what they are likely to want in terms of a decision, how they are likely to react to the recommended decision, and the type of response that is most appropriate to their reaction.

COMMUNICATIONS GOALS AND OBJECTIVES

➤ ***Drafting Guide:***

Goals are what you would like your communications efforts to achieve. Objectives are the measurable indicators of the stated goals. They should measure the impact on the audiences and stakeholder groups, usually in terms of behaviors or beliefs. List the communications goals (no more than six) and objectives in bullet form.

KEY COMMUNICATIONS MESSAGE

➤ ***Drafting Guide:***

If there was only one idea that you would want the public to remember in order to support the goals of your strategy, what would that message be? This idea is the key message.

COMMUNICATIONS ACTION PLAN

➤ ***Drafting Guide:***

The Action Plan should indicate how internal and external audiences will be reached. Divide the action plan into two parts:

- General Approach: provides the narrative and rationale for the communications plan.
- Activity Plan: identifies specific activities, the tools to be used and the timing related to each.
- If a news release and information package for MLAs are needed, they should be part of the activity plan.

COMMUNICATIONS BUDGET

➤ ***Drafting Guide:***

List all cost items grouped by communications activity, along with the estimated cost and the source of revenue for these activities (e.g. communications budget, special one-time funding, etc.).

EVALUATION OF COMMUNICATIONS STRATEGY

➤ ***Drafting Guide:***

List the evaluation mechanisms to be applied and how success will be measured.

DETAILED ANALYSIS

➤ **Drafting Guide:**

The Detailed Analysis is Part V. This part is to provide:

- officials with a document they can use to obtain senior management's approval to proceed with a certain proposal and to assure them that all implications have been identified and addressed;
- the sponsoring minister with the detailed analysis that supports the proposal from the perspective of good public policy and that he or she may use as a reference in leading discussions and responding as a spokesperson;
- the secretariats of various Cabinet committees with the detailed information they need to analyze the proposal and to make recommendations to the committee;
- a reference document for other ministers, should they want the detail;
- a record of the history and intent of the policy and a reference for further policy development; and
- an archival document for the Premier and the government.

Given the multiple purposes of the Detailed Analysis, the organization of this part is different from Part I (ministerial memorandum). This part begins with defining the problem or opportunity, reviewing its history, recommending an option and describing and analyzing it, identifying and analyzing viable alternatives, and identifying implementation considerations and plans.

The major requirements of the Detailed Analysis are that it be policy focused, complete and accurate. It should present a thorough and balanced analysis of the issue, as well as a logical explanation and justification of the proposal and its implications. It should be as concise and comprehensible as possible since neither ministers nor senior officials will have much time to review it in detail. About 15 to 20 pages is the average (it may be less than 15 pages for straightforward proposals and longer for more complex ones).

The Detailed Analysis is prepared before the Minister's Memorandum. Information from the Detailed Analysis is used in preparing the Memorandum, Synopsis, and Communications Strategy.

DEFINITION OF THE PROBLEM/OPPORTUNITY

➤ **Drafting Guide:**

The purpose of this section is to formulate a brief but explicit definition of the problem or opportunity being addressed. In developing the definition, consider what the problem is that you are trying to solve or what the opportunity is that you are trying to seize. Go beyond the symptoms to the crux of the issue.

BACKGROUND

➤ **Drafting Guide:**

This section should answer “why this; why now” (i.e. what has prompted this issue to be brought forward at this time.) It provides the context for the issue and should tell ministers why the matter is coming forward, whether a decision is needed to enable implementation of other policy decisions, and whether something has occurred to require an immediate decision. Include pertinent history, the present situation and the pressures which generated the submission. Restrict the content of this section to matters which are relevant to the problem/opportunity and recommendations. In this section, indicate whether this is a new or recurring issue, or an issue that has outstanding components. If there is an earlier, related Cabinet or Cabinet committee decision or direction, cite it. This section should be kept to a page or less.

ANALYSIS

➤ **Drafting Guide:**

The information presented in each of the subsections under Analysis will vary depending on the complexity and nature of the policy issue being examined. The nature of the subject should determine the kind and amount of detail provided. For example, primarily financial items should have a thorough financial analysis that anticipates and meets the requirements of the secretariat and committee that reviews financial proposals and allocates resources. However, any policy, economic, social and other pertinent implications should also be flagged. Proposals that are of a broader policy nature should focus their analysis on wider policy implications and should anticipate the requirements of the Cabinet committees and secretariats that review these broad policy proposals and strategies, but should also identify resource implications.

A. Analysis of Problem and Key Issues

➤ **Drafting Guide:**

This subsection should provide a thorough and balanced (i.e. not biased or slanted) analysis of the problem and the contextual issues it entails. It should also establish a frame of reference for determining exactly how the problem has been approached from an analytical perspective.

What specific purposes, goals, or objectives is the solution intended to achieve? These could form the basis for not only assessing options but also later designing evaluative criteria or performance measures.

What are the main issues associated with the problem or opportunity? Key issues are the main issues that have to be taken into consideration in pursuing and recommending a specific course of action. Consider:

- how big or critical is the problem or opportunity?
- what is the department's and the government's stake in the problem?
- who else has a stake?

- can the problem be solved within the department, by senior management, by the minister, or must it be considered by Cabinet or a Cabinet committee?
- do those with a stake concur with the definition of the problem, the available options, and the proposed solution?

B. Analysis of Recommended Option and Description of the Proposal

➤ **Drafting Guide:**

Identify the recommended option. Include in the recommendation any legislation/regulations or resources (human, financial, capital, space) that are needed to implement the solution. This option must correspond to the recommendation in Part I.

Describe the proposal for clarification and completeness. If necessary, elaborate on critical parameters of the proposal such as principles, eligibility criteria, financial and/or business transactions, etc.

Analyze the recommended option. Several important analytical dimensions may be required, including but not limited to:

- how the proposal fits with both the policy of the department and the policy of government and its stated objectives, and if not, a justification for a departure from current policy;
- an examination of the implications for economic development including whether market distortions will be created or lessened, whether there are administrative or compliance costs for the public and for business, whether investment and business activity will be affected, and whether diversification, job growth and job quality will be affected;
- social ramifications, including whether and how the public will be affected, whether there are any differential effects anticipated for equity groups (e.g. women, people with disabilities, Aboriginal people, visible minorities, and other groups with unique needs) or for rural, urban or northern areas, and whether existing social supports will be supported or replaced (resources are available from the Department of Government Relations and Aboriginal Affairs, and the Office of Disability Issues for help in analyzing equity issues);
- environmental implications;
- implications for education, health and social well-being, justice, community safety and security, labour and culture;
- positions of stakeholder groups and whether the leadership speaks for the membership;
- financial implications (including historical and expected human resource and financial requirements, one-time or sunsetted funding vs. ongoing, factors that could influence future costs/revenues, optional levels of funding, opportunities for cost-sharing/partnering, anticipated direct and indirect impact on revenues);
- legal and legislative implications (seek advice from Justice);
- interdepartmental and/or intergovernmental implications (including jurisdictional questions, comparisons, and issues of overlap or duplication);
- effect on the public (identify effects that the recommended course of action will have on the public as a whole, particular groups and key stakeholders, both of the sponsoring department or agency and of government as a whole);
- whether the proposal will be precedent-setting; and
- whether short and long-term implications are different.

Explain why this option should be chosen over the other options, including the results expected. How will the recommended proposal better solve the problem or address the opportunity. Ensure that the whole range of remedies for the problem have been considered and the most viable and representative remedy has been chosen. (Several public policy tools may be available to achieve the intended purposes, including legislation/regulation, programs, services, grants, tax incentives, public education, persuasion, etc.)

C. Analysis of Alternatives and Implications

➤ **Drafting Guide:**

Identify and explore in detail the few most viable alternatives. If the status quo is a legitimate alternative, include it. Alternatives may be substance, process or timing based. There may also be alternatives under each of these. In presenting the alternatives, organize them in the manner which is easiest to understand. Use headings and subheadings to assist in separating the alternatives and the options under each alternative.

Consider the key issues that were relevant to the recommended option and develop and present a balanced analysis of each alternative. Clearly assess and indicate the advantages and disadvantages of each alternative.

IMPLEMENTATION

➤ **Drafting Guide:**

Including an implementation subsection in the Cabinet Decision Item ensures that the steps, specific actions, responsible organizations or individuals, and the time frames required to implement the decision have been identified. In developing this section consider:

- what are the major elements of the implementation?
- is further approval of Treasury Board, another order of government, a partner, or a third party required?
- when will implementation occur and in what stages?
- who is responsible for overall implementation and for specific elements?
- will there be a termination point, and if so, how will withdrawal occur?
- if the status quo is to continue, what will the government need to do to prevent or minimize negative consequences?
- if legislation and/or regulations are needed, when must they be in place?

If significant problems requiring resolution can be anticipated in implementing the decision, they should be identified and also referenced in Part I.

In the Implementation section also indicate how the decision/policy/program will be evaluated. Are mechanisms in place to measure outcomes, including best practices and performance measures?

APPENDICES (*Optional*)

➤ ***Drafting Guide:***

Appendices should be used sparingly. Information that is not essential to the analysis should not be included. If more than one appendix is used, the first should be Appendix A, the second Appendix B, etc. Ensure that the text of the detailed analysis references any appendices at the appropriate point.

Typing and Handling Guide (CDI's)

Element	Requirement
Paper Size	8 1/2" X 11"
Paper	<p>First Page of Memorandum:</p> <ul style="list-style-type: none"> - Government Memorandum with the Coat of Arms - Decision Item in upper right hand corner <p>All other pages:</p> <ul style="list-style-type: none"> - Standard white paper
Font Style	Times Roman or Times New Roman
Font Size	<p>Text:</p> <ul style="list-style-type: none"> - 12 point <p>Within tables:</p> <ul style="list-style-type: none"> - 11 point
Page Numbering	Each Part is numbered separately (i.e. Memorandum, Synopsis, Summary of Advance Consultation, Communications Strategy, Detailed Analysis, and each Appendix)
Margins for Part I (i.e. the Memorandum)	<p>Top: 1"</p> <p>Bottom: 1"</p> <p>Left: 1 1/2"</p> <p>Right: 1"</p>
Information for Sender, Receiver, Topic and Date in Part I (i.e. the Memorandum)	<p>From:</p> <ul style="list-style-type: none"> - Originating minister or ministers and the appropriate portfolio of the minister(s). It is not necessary to precede the minister(s) name(s) with Honourable. - If from a Minister <p>To:</p> <ul style="list-style-type: none"> - Premier Lorne Calvert, and All Cabinet Ministers - If from the Premier - Premier Lorne Calvert <p>To:</p> <ul style="list-style-type: none"> - All Cabinet Ministers <p>Re:</p> <ul style="list-style-type: none"> - The title of the request. The title should be descriptive of the content and sufficiently detailed to facilitate easy location in computer searches. <p>Date:</p> <ul style="list-style-type: none"> - The date the item is signed by the minister(s) or the Premier

Header for Part I (i.e. for pages 2 and on)	Header has the following components: <ul style="list-style-type: none"> - Premier Lorne Calvert and All Cabinet Ministers if from a minister or ministers, or All Cabinet Ministers if from the Premier - Date - Page number - Blank line to separate the header from the body
Margins for Parts II, III, IV, and V	Top: 1" Bottom: 1" Left: 1" Right: 1"
Header for Parts II, III, IV, and V (i.e. for pages 2 and on)	<p>Header for Part II should contain:</p> <ul style="list-style-type: none"> - Synopsis of the Proposal - Title of Submission - Page number in second line in upper right hand corner - Blank line to separate the header from the body <p>Header for Part III should contain:</p> <ul style="list-style-type: none"> - Summary of Advance Consultation - Title of Submission - Page number in second line in upper right hand corner - Blank line to separate the header from the body <p>Header for Part IV should contain:</p> <ul style="list-style-type: none"> - Communications Strategy - Title of the Submission - Page number in second line in upper right hand corner - Blank line to separate the header from the body <p>Header for Part V should contain:</p> <ul style="list-style-type: none"> - Detailed Analysis - Title of Submission - Page number in second line in upper right hand corner - Blank line to separate the header from the body
Minister's Signature or Ministers' Signatures	Location: <ul style="list-style-type: none"> - The minister's signature or ministers' signatures appear on the last page of the Memorandum (Part I). If there are two or more signatures, arrange them in columns, horizontally then vertically. - It is not necessary to precede the minister's name with Honourable. - Place Q.C. after any minister who has received this designation. - Ensure that there is at least one paragraph of text on the same page as the minister's signature or ministers' signatures

<p>Original Document (i.e. Originals of Parts I, II, III, IV, and V)</p>	<p>Purpose:</p> <ul style="list-style-type: none"> - The original is the Premier's copy and the copy that will be placed in the Archives. It must be a crisp, clean, single-sided document, without typing errors. <p>Preparation:</p> <ul style="list-style-type: none"> - The original must not be stapled and must not be hole-punched. - Each Part should be separately clipped then clipped together to form a whole package.
<p>Copies of Cabinet Decision Items</p>	<p>Purpose:</p> <ul style="list-style-type: none"> - Copies are needed for Cabinet, Secretary for the Cabinet Committee, and Officials in Executive Council <p>Preparation:</p> <ul style="list-style-type: none"> - Copies should be single sided unless very lengthy. With lengthy documents i.e. documents where the detailed analysis is 20 pages or more, Parts I, II, and III (Memorandum, Advance Consultation, and Synopsis) should be single sided. Parts IV and V (Communications Strategy and Detailed Analysis) may be double sided. - Appendices, annexes, and schedules may be double sided. - Staple all parts of the document together to form a complete package. - Use three-hole punched paper for the copies or three-hole punch all copies.
<p>Required Number of Copies</p>	<p>When to make copies:</p> <ul style="list-style-type: none"> - The originating department, Crown corporation, or agency makes the copies the minister will require and forwards them to the minister with the original. <p>When to apply the minister's stamp to the copies:</p> <ul style="list-style-type: none"> - After the minister has signed the original <p>How many copies to make:</p> <ul style="list-style-type: none"> - Cabinet Secretariat requires 35 copies plus the original for preparing the Cabinet agenda. - Cabinet committees require additional copies of those Items which the committee will review in advance of the Cabinet meeting. If a Cabinet Decision Item is to be reviewed by the Committee on Planning and Priorities, the committee will require 20 copies of the Cabinet Decision Item. - If other committees require copies of a Cabinet Decision Item, confirm the quantities required with the Secretary of the respective Cabinet committee.

Packaging	Cabinet Decision Items are highly confidential documents: <ul style="list-style-type: none">- Hand deliver, or- Package securely in brown envelopes, boxes or packages without any holes. Stamp CONFIDENTIAL.
Delivery Address	Where the Copies are to be Sent: <ul style="list-style-type: none">- Send the original and 55 copies required for Cabinet to: Clerk of the Executive Council Cabinet Secretariat Room 145, Legislative Building

APPENDIX “D”: CHECKLIST FOR USE IN ASSESSING COMPLETENESS OF POLICY DEVELOPMENT, ANALYSIS AND REVIEW, OR PREPARATION OF CABINET DECISION ITEMS

Policy

- **Problem or Opportunity** – What problem is the proposal trying to solve or what opportunity is to be seized? Is this a departmental problem/opportunity or a government problem/opportunity? How big is the problem or opportunity? How has the problem or opportunity been framed from an analytical perspective?
- **Responsibility** – Who has primary responsibility for addressing the problem/opportunity? Is the problem/opportunity shared among two or more government organizations and if so, which ones? Do they concur with the definition of the problem, the alternatives available, and the proposed solution?
- **Purposes** – What specific purposes, goals, or objectives are the solutions intended to achieve?
- **Instruments and Mechanisms** – What instruments and mechanisms are available or are needed to achieve the intended purposes?

Implications

- **Groups Affected** – Who is affected by the problem? How are they affected? How will the proposed policy/solution solve the problem? Are there groups that will be indirectly affected and if so, how?
- **Effects on Specific Groups** – Have the impacts on women, youth, people with disabilities, Aboriginal peoples, visible minorities, seniors, children, and other groups with unique needs been adequately considered? Are there any differential effects for people living in rural, northern, or urban areas? What will be the effect on clients, consumers? (Resources are available from agencies such as the Department of Government Relations and Aboriginal Affairs and the Office of Disability Issues for help in analyzing equity issues.)
- **Effect on Government** – What areas of government will be affected? Which specific departments, Crowns and agencies will be affected? How?
- **Policy Implications** – How does the proposal fit with the department’s public policy priorities and objectives? How does the proposal fit with the government’s priorities and objectives? What are the medium and long-term implications? If the proposal is a departure from stated government or department objectives, what is the justification for this departure?
- **Interdepartmental and Intergovernmental Implications** – What are the implications for other organizations of the provincial government? What are the intergovernmental and federal-provincial implications? Are there opportunities for reducing overlap and duplication? How have other jurisdictions dealt with the issue? How does the proposal compare with their approaches?

- **Legal and Legislative Implications** – Have the legislative and legal dimensions of the problem been explored and identified?
- **Political Implications** – What are the major political sensitivities which ministers must be aware of? How are various political objectives balanced? Who are the winners and losers? Does the leadership speak for the membership?
- **Environmental Implications** – What are the implications for the environment? Is the proposal consistent with the government's priorities and policies on environmental protection and sustainable development?
- **Economic Implications** – What effects will the proposed policy have on economic development, employment, and diversification? Will the policy create a distortion in the market? What are the administrative, non-administrative, and compliance cost implications for the public and private sectors? What will be the effect on investment and business activity? What are the implications for existing jobs and job growth and the quality of jobs?
- **Social Implications** – Has the analysis and proposed solution adequately considered social implications? What effect will the policy have in the following spheres: education, social welfare, health, justice, safety and security, labour and culture? Will existing social supports continue, be strengthened, or be replaced?
- **Financial Implications** – What is the previous funding history, including human and financial resources? What is the magnitude of the funding requested including human, capital, space, and financial requirements? Is the funding for a one-time initiative or will it be indefinite? Will there be sunseting of the funding and if so, when? What factors might influence future funding requirements? How will the proposal be funded? What options are there that would not require additional funding or full funding? Will there be any new sources of revenue or increases or decreases in existing revenues? Are there opportunities for cost-sharing partnerships? What similar initiatives are or have been funded? Are initiatives to achieve similar ends in place?

Alternatives

- **Status Quo** – Is maintaining the status quo feasible? What are the advantages and disadvantages of this option?
- **Other Alternatives** – What are other realistic alternatives? What are their advantages and disadvantages? (Consider the key issues, results of consultations, and analysis of the solution and its implications when determining advantages and disadvantages.)

Implementation and Evaluation

- **Implementation** – What are the major segments of the proposal? What is the time frame and/or schedule for implementing the proposal? Who is responsible for implementing the proposal overall and specific aspects of the proposal? Will there be a termination point for any aspect of the proposal and if so, when will it occur and how will government withdrawal take place? When must legislation and/or regulations be in place?
- **Evaluation** – How will the effectiveness of the proposal be measured? Are there performance indicators or other measures of effectiveness and efficiency? At what intervals will measurement occur?

Communications Considerations

- **Communications Approach** – What are the strategic considerations that influence the communications approach? What have the key stakeholders been doing and what is likely to be their response? What type of response is most suitable for their anticipated reaction? What are your communications goals and objectives? What is the key communications message? How will individual members of the public respond to the message?
- **Communications Strategy** – Does the strategy meet the needs of the minister, Cabinet, the department, the Crown or the agency? Does the strategy fit with the government's priorities and themes? Is the strategy adequately co-ordinated with other activities of government?
- **Communications Action Plan** – What specific activities and tools will be used to communicate the message? What are the timelines for communicating the message for each of the activities and tools? What is the source of funding for each component of the action plan?
- **Communications Evaluation** – How will the effectiveness of the communications efforts be measured?

Considerations Specific to the Department, Crown or Agency

- What implications need to be considered from the perspective of the organization?

APPENDIX “E”: FORMAT FOR A CABINET COMMITTEE MINUTE

Purpose of the Cabinet Committee Minute

The Cabinet committee minute has the following purposes:

- To provide Cabinet with the committee’s recommendation on a specific policy issue. The recommendation represents the committee’s conclusions on how the government should proceed on the matter under review;
- To provide Cabinet with information respecting the committee’s discussion. The committee will have examined the policy, financial, legal, political, communications and other relevant aspects of the issue and the discussion section of the minute will summarize the key issues of concern during this discussion;
- To assist Cabinet in its deliberations by providing Cabinet with a summary of the rationale, key issues, the background to the request and by providing Cabinet Secretariat with the Cabinet committee’s analysis of the issues and alternatives;
- To record the attendance during the discussion; and
- To ensure that a person in a senior position verifies that the minute accurately summarizes the discussion and recommendation.

Format for the Committee Minute

Cabinet committees adhere to a prescribed format for submitting minutes to Cabinet.

Handling

Committee secretaries provide the minutes for their committees to the Cabinet Secretariat. The minutes are attached to the front of the respective submissions.

Cabinet Committee Minute

Committee Meeting Date	Committee Minute Number	Cabinet Meeting Date	Cabinet Minute Number
-------------------------------	--------------------------------	-----------------------------	------------------------------

Subject

- Title of item.

Request

- Identify clearly who is bringing forward the request.
- Identify specifically what the committee has been and Cabinet is being requested to approve.

Committee's Recommendation *Approve* *Defer* *Deny* *Other*

- Identify clearly what the ministers on the committee are recommending.
- Ensure this recommendation can stand alone i.e. if the ministers read only this section, they will understand what they are to approve.
- If either a communications and/or consultation strategy is not required by the committee prior to review of the item and one or both are needed, indicate the nature of the strategy needed and how it should be prepared, and if possible that it should be prepared before the committee minute proceeds to Cabinet.
- Draft this section in the words the ministers would like to see the decision recorded in the Cabinet minute.
- Word this section so that Cabinet can say “yes” or “no” to either the minute in total or to specific components of the minute.
- Depending on the committee, the content of this section may include recommendations for approval of the following, but is not limited to only recommendations for the following:
 - a policy framework including the components of the framework;
 - specific financial proposals;
 - specific initiatives in the Crown corporation sector that have major financial or other implications;
 - specific bargaining tables;
 - proposals from the private and other sectors for concessionary government financing;
 - limitations or conditions that should be placed on the proposal; and
 - any further work or follow-up required and if so by whom, and if a return to this committee, a different committee or Cabinet is necessary, when this should occur.
- Check off the appropriate heading to indicate whether the committee recommends approval, deferral, or denial of the request or that they have recommended something else.

Summary of Key Issues

- Provide the rationale for the committee's recommendation.
- List the major issues, identified by the originator, minister, secretariat or committee, that the committee and Cabinet ministers need to be aware of.
- Provide a general assessment of the proposal including, if appropriate, the fit with provincial priorities, policy frameworks and current policies, federal-provincial activity, major opportunities and consequences.

Committee's Discussion

- Identify and explain the issues that were germane to the ministers' discussion
- Include the ministers' rationale for their recommendation
- Flag matters of concern

Background

- Provide only the information that is necessary to establish the context for the particular request. This may, but need not, include the following: the reason the request is coming forward including pertinent history, previous policy decisions and precedents, financial support given and current obligations, stage in policy development or implementation, problems, deficiencies or opportunities that need to be addressed.
- Provide relevant information respecting support for the request and implications for public acceptance including who the major parties are, work done to date and anticipated next steps, urgency in addressing the request, previous concerns of Cabinet or any of the Cabinet committees, controversial aspects of the request, who will be happy with the decision and who will not be happy and how each group's concerns might be addressed.

Secretariat's Analysis of Request

- Include pertinent facts and information needed to understand the depth and breadth of the proposal.
- Analyze the strengths and weaknesses of the proposal including comparative information if appropriate.
- Assess the adequacy of involvement and content i.e. whether all relevant players have been involved and whether all issues have been identified and satisfactorily addressed.
- Analyze the proposal from a corporate perspective to ensure it is thorough, objective, and balanced.
- If a communications and/or consultation strategy has been proposed, assess their adequacy.

Secretariat's Analysis of Alternatives Available

- Provide realistic alternatives to the recommendation, including but not restricted to those provided by the originating department, Crown corporation, agency or other group. Provide a brief description of each alternative. Do not include the recommended option in the alternatives.
- Include the advantages and disadvantages of each alternative.

Attendance

- List the committee members and officials who were present for the discussion of the request
- Identify the chair and secretary
- Ensure the secretary signs the minute

Secretary

APPENDIX “F”: COMPOSITION OF THE CABINET COMMITTEES

It is the prerogative of the Premier to determine the number, composition and mandates of the Cabinet committees. With the exception of the statutory Cabinet committees, Treasury Board, Investment Board, and Crown Investments Corporation Board, the Cabinet committees may change in number and/or mandate. Each time the Premier makes changes to the Cabinet, it is important to ensure that the most up to date information is used as a reference.

Composition, Secretariat Support and Attending Officials for the Cabinet Committees

	Committee on Planning and Priorities	Treasury Board (also sits as Investment Board)
Chair	Pat Atkinson	Harry Van Mulligen
Vice Chair	Andrew Thomson	Eric Cline
Members (Ministers)	Joanne Crofford Peter Prebble David Forbes Joan Beatty	Pat Atkinson Debra Higgins Len Taylor
Secretariat Support	Cabinet Planning Unit	Finance
Attending Officials	Chief of Staff Cabinet Secretary DM of Ex. Council DM of Finance DM of Government Relations and Aboriginal Affairs	Chief of Staff Cabinet Secretary DM of Ex. Council Cabinet Planning Unit

	Crown Investments Corporation Board	Legislative Instruments Committee	Committee on Public Sector Compensation
Chair	Pat Atkinson	John Nilson	Joanne Crofford
Vice Chair	Maynard Sonntag	Mark Wartman	Peter Prebble
Members (Ministers)	Eric Cline Frank Quennell Harry Van Mulligen Mark Wartman	Len Taylor	Pat Atkinson Deb Higgins Harry Van Mulligen
Members (Caucus)	—	Doreen Hamilton Judy Junor Kevin Yates	—
Secretariat Support	CIC	Cabinet Secretariat	Personnel Policy Secretariat/Finance
Attending Officials	Chief of Staff Cabinet Secretary DM of Ex. Council DM of Finance Cabinet Planning Unit	House Business Office Justice Finance and Cabinet Planning Unit officials attend on an as needed basis	DM of Ex. Council Chief of Staff Cabinet Secretary Chair of PSC President of CIC DM of Finance/Treasury Board Secretary DM of Labour Senior officials, CIC Associate Deputy Minister, Executive Council

<i>Board of Internal Economy</i>	
CHAIR	Hon. Myron Kowalsky - Speaker
Members (Ministers)	Hon. Andrew Thomson - Executive Council Representative Hon. Debra Higgins - Executive Council Representative
Members (Caucus)	Glenn Hagel - Government Caucus Representative Kevin Yates- Government Caucus Representative Ben Heppner - Opposition Caucus Representative Donna Harpauer - Opposition Caucus Representative

APPENDIX "G": DRAFTING GUIDE FOR CABINET INFORMATION ITEMS (CIIs)



Government of Saskatchewan

Transmittal Form for Cabinet Documents

Type of Request: Cabinet Information Item

Date:

Title of Request:

Minister:

Department, Corporation, or Agency:

Contact Person:

Telephone:

Time Frame:

Summary of Advance Consultation: (Complete only what is applicable for this document type; continue on a second page if necessary).

Departments, secretariats, agencies, Crown corporations and Cabinet committee secretaries which frequently require advance consultation. As well, special interest groups, government caucus, caucus committees, and MLAs often need to be consulted.

**Group(s), Organization(s)
and/or Individual(s)
Consulted**

(Include names of contact persons)

**Dates Consultation
Occurred**

(Date item sent to recipient or date(s) discussion occurred)

Response to Consultation

(Identify specific concerns or support for recommendations)



Government of Saskatchewan

Information for Cabinet

From: [Minister's Name]
Minister of [Dept.] or
Minister Responsible for [Crown Corporation or Agency]

Date: [Date]

To: Premier Lorne Calvert and
All Cabinet Ministers

Re: **Title of Submission (a descriptive phrase which summarizes the purpose of the item)**

ISSUE

➤ ***Drafting Guide:***

The purpose of this section is to describe the issue raising the concern, the problem being solved, or the reason a particular report is being brought forward.

BACKGROUND

➤ ***Drafting Guide:***

In the background section, explain why the issue is important and the major factors involved.

ACTION

➤ ***Drafting Guide:***

The action section provides an opportunity to summarize what has been done or is underway and/or when and how plans will be implemented.

Premier Lorne Calvert and
All Cabinet Ministers
[Date]
Page 2

PUBLIC ACCEPTABILITY

➤ ***Drafting Guide:***

Examine the implications of the action for those affected, interest groups and the province as a whole.

[Minister's Name]

APPENDIX “H”: DRAFTING GUIDE FOR NOMINATIONS



Government of Saskatchewan

Transmittal Form for Cabinet Documents

Type of Request: Nomination

Date:

Title of Request:

Minister:

Department, Corporation, or Agency:

Contact Person:

Telephone:

Time Frame:

Summary of Advance Consultation: (Complete only what is applicable for this document type; continue on a second page if necessary).

Departments, secretariats, agencies, Crown corporations and Cabinet committee secretaries which frequently require advance consultation. As well, special interest groups, government caucus, caucus committees, and MLAs often need to be consulted.

**Group(s), Organization(s)
and/or Individual(s)
Consulted**

(Include names of contact persons)

**Dates Consultation
Occurred**

(Date item sent to recipient or date(s) discussion occurred)

Response to Consultation

(Identify specific concerns or support for recommendations)



Government of Saskatchewan

Nomination

From: [Minister's Name]
 Minister of [Dept.] or
 Minister Responsible for [Crown Corporation or Agency]

Date: [Date]

To: Premier Lorne Calvert and
 All Cabinet Ministers

Re: **Appointments to the (Name of Agency, Board or Commission)**

RECOMMENDATION:

(1) Deletions:

The following individuals are to be deleted:

<u>Name, Address</u>	<u>Reason for Deletion</u>
John Brown, Atwater	Resignation
Mary Smith, Beverley	Term Expired/Ineligible for reappointment (has served XXX consecutive terms)

(2) Reappointments:

The following individual is nominated for reappointment:

<u>Name, Address</u>	<u>Position</u>
Jim Green, Regina	Member

(3) Appointments:

The following individual is nominated for appointment:

<u>Name, Address</u>	<u>Position</u>
Susan Jones, Craik	Member

Premier Lorne Calvert and
 All Cabinet Ministers
 [Date]
 Page 2

(4) Proposed Board Composition:

The proposed new board composition is:

<u>Name</u>	<u>Constituency</u>	<u>Term</u>
Gina Navy, Chair	The Battlefords	July 1, _____
Michael Blue	Canora-Pelly	July 1, _____
Mary James	Lloydminster	July 1, _____
Harry Rust	Humboldt	July 1, _____
Helen White	Indian Head-Milestone	July 1, _____
Jim Green	Regina South	Two years
Susan Jones	Thunder Creek	Two years

ADDITIONAL INFORMATION:

- (1) Maximum number of members on board: _____
- (2) Number of vacancies on board: _____
- (3) Number of members who are government nominees: _____
- (4) Number of members who are stakeholder nominees: _____
- (5) Are all stakeholder nominees appointed by government? Yes or No
 If no, please explain:
- (6) Do the new appointments meet the government's goal of gender parity, fair regional representation and equitable aboriginal, youth and immigrant representation? Yes or No (if the answer to this question is "Yes", please identify which area is represented. If the answer to this question is "No", please explain.)

 Minister

Premier Lorne Calvert and
 All Cabinet Ministers
 [Date]
 Page 3

NOMINEE INFORMATION:

The name, identification and qualifications of each nominee are as follows:

- | | | | |
|-----|---------------------------|-----------------|--|
| (1) | Nominee: | Name:
Title: | Jim Green
Policy Advisor (title of current occupation or position within an organization) |
| | Gender: | | Male |
| | Background: | | Employee of the Department of _____, Policy Branch |
| | Type of Appointment: | | Lieutenant Governor in Council |
| | Target Group Represented: | | Not Applicable |
| | Organization Represented: | | Not Applicable |
| | Remuneration: | | Not Applicable |
| | Expenses: | | PSC Rates |
| | Nominated by: | | Name of person recommending nominee |
| | Term: | | Two years |
| | | | |
| (2) | Nominee: | Name:
Title: | Susan Jones
Farmer (title of current occupation or position within an organization) |
| | Gender: | | Female |
| | Background: | | Member of an agricultural association working to reduce crop damage. |
| | Type of Appointment: | | Lieutenant Governor in Council |
| | Target Group Represented: | | Not Applicable |
| | Organization Represented: | | Not Applicable |
| | Remuneration: | | \$75 per day |
| | Expenses: | | PSC Rates |
| | Nominated by: | | Name of person recommending nominee |
| | Term: | | Two years |

AGENCY DATA UPDATE FORM

INFORMATION ON AGENCY

Agency Name:

Office or Crown:

Authorizing Act:

Agency or Board Sunrise:

Agency or Board Sunset:

Agency or Board Address:

Chief Executive Officer:

INFORMATION ON APPOINTEE

Last Name:

First Name:

Title:

Position on Board:

Home Address:

Business Address:

Home Constituency:

Initial Appointment to Board:

Current Appointment to Board:

Expiry of Current Appointment:

Remuneration:

Expenses:

Gender:

Target Group(s) Represented:

Organization Represented:

APPENDIX "I": ORDER IN COUNCIL FACT SHEET AND FORMAT SAMPLE

ORDER IN COUNCIL FACT SHEET

DATE: (Date Order prepared)

DEPARTMENT: (Department or departments generating the Order)

TITLE OF ACT: The ----- Act

CONTACT PERSON: (Name and telephone number of person to be contacted to answer inquiries related to the program concerned and the person who created the Order)

SPECIAL HANDLING: (indicate special requirements, i.e., if Order needs to be in place by a special date; departmental press release date; certified copy required (indicate by whom and address), etc.)

SUMMARY: (complete summary of what the Order is doing)

BACKGROUND: (complete background indicating reasoning and rationale)

IMPLICATIONS:

Interdepartmental Implications (Yes or No) (if yes, indicate departments, when consulted and details)

Intergovernmental Implications (Yes or No) (if yes, indicate governments, when consulted and details)

Treasury Board Approval (Yes or No) (if yes, when consulted)

Financial Implications (Yes or No) (if yes, indicate source of funding, i.e., federal, outside sources, departmental budget)

Change in Policy Being Recommended (Yes or No) (if yes, detail required)

Private Sector Implications (Yes or No) (if yes, indicate in detail)

ORDER IN COUNCIL FACT SHEET - Page 2

Public Acceptability (Yes or No) (if yes, indicate in detail)

Political Implications (Yes or No) (if yes, indicate in detail)

Alternatives (Yes or No) (indicate alternatives explored)

Consultation

Group(s), Organization(s) and/or individuals
Consulted

Date(s) Consultation Occurred

Response to Consultation

ORDER IN COUNCIL FORMAT EXAMPLE

Date and number of OC entered by the Clerk of the Executive Council	1 ½" space at top of page() ()
Type pitch should be at least 11 pt scalable (do not use small type)	
Type the salutation in all caps. Indent THE LIEUTENANT GOVERNOR IN COUNCIL	<p>TO THE HONOURABLE</p> <p style="padding-left: 100px;">THE LIEUTENANT GOVERNOR IN COUNCIL</p>
Minimum 1" margins left and right	<p>The undersigned has the honour to report that:</p> <p>1 Section 25 of <u>The Powers of Attorney Act, 2002</u>, S.S. 2002, c.P-20.3</p>
Single space quotations	<p>provides as follows:</p> <p style="padding-left: 40px;">"25 This Act comes into force on proclamation."</p>
Double space text with exception of exhibits and quotations. Underline all Acts of Saskatchewan	<p>2 It is desirable and in the public interest to fix a day on which <u>The Powers of Attorney Act, 2002</u> shall come into force.</p>
Minister recommends ; title of minister should be Minister of (department) or Minister Responsible for (corporation, board, commission)	<p>The undersigned has the honour, therefore, to recommend that Your Honour's Order do issue pursuant to section 25 of <u>The Powers of Attorney Act, 2002</u> directing the issuance of Your Honour's Proclamation fixing Tuesday, April 1, 2003, as the day on which <u>The Powers of Attorney Act, 2002</u> shall come into force.</p> <p>RECOMMENDED BY: _____</p> <p style="padding-left: 100px;">Minister of Justice and Attorney General</p>
President of the Executive Council approves	<p>APPROVED BY: _____</p> <p style="padding-left: 100px;">President of the Executive Council</p>
Lieutenant Governor orders	<p>ORDERED BY: _____</p> <p style="padding-left: 100px;">Lieutenant Governor</p>
Include REGINA (all caps) below title	<p>REGINA, Saskatchewan</p>
At least 1" lower margin	

**APPENDIX "J": LIEUTENANT GOVERNOR IN COUNCIL REGULATIONS
FORMAT EXAMPLE**

<p>Regulation number entered by the Registrar of Regulations</p> <p>Stamp indicating regulation has been filed</p> <p>Date order in council is filed (entered by the Clerk of the Executive Council)</p> <p>Salutation</p> <p>Introduction</p> <p>Legislative authority (single space quote)</p> <p>Justification</p> <p>Recommendation</p> <p>Signature of minister responsible for the Act authorizing the regulations</p> <p>Signature of the President of the Executive Council</p> <p>Order of the Lieutenant Governor</p> <p>Signature of the Lieutenant Governor</p>	<div style="display: flex; justify-content: space-between; align-items: flex-start;"> <div style="border: 1px solid black; padding: 5px; text-align: center;"> <p>FILED (Date Filed) REGISTRAR OF REGULATIONS</p> </div> <div style="text-align: right;"> <p>SR XXX/2003</p> <p>(XXX/2003)</p> </div> </div> <p>(Date)</p> <p>TO THE HONOURABLE</p> <p align="center">THE LIEUTENANT GOVERNOR IN COUNCIL</p> <p>The undersigned has the honour to report that:</p> <p>1 Pursuant to clause ____ of <i>The XYZ Act</i>, the Lieutenant Governor in Council may make regulations:</p> <p style="padding-left: 40px;">Quote the exact section and provision of the act which allows regulations to be made and the kinds of regulations that are included in the proposed provisions.</p> <p>2 It is considered expedient and in the public interest to make regulations with respect to _____.</p> <p>The undersigned has the honour, therefore, to recommend that Your Honour issue the Order shown below.</p> <p>Recommended By: _____ Minister of (Department)</p> <p>Approved By: _____ President of the Executive Council</p> <p>ORDER</p> <p>The Honourable the Lieutenant Governor in Council, on the recommendation of the Minister (of, or responsible for) _____, pursuant to the clause ____ of <i>The XYZ Act</i>, makes <i>The _____ Regulations</i> in accordance with the attached Schedule.</p> <p align="right">_____ Lieutenant Governor</p> <p align="right">REGINA, Saskatchewan</p>	<p>Order in Council number (entered by the Clerk of the Executive Council)</p>
---	---	--

LIEUTENANT GOVERNOR IN COUNCIL REGULATIONS SCHEDULE SAMPLE

R.R.S. Chapter M-21 Reg 1

SCHEDULE

Title 1 These regulations may be cited as The Mortgage Brokers Regulations

Fee 2 The fee payable for a mortgage broker's license is \$25.

Exemption from licence

3 The licensing provisions of The Mortgage Brokers Act do not apply to:

(a) a corporation, with respect to mortgages given to it by:

(i) its employees in conjunction with a scheme or arrangement to provide housing for its employees; or

(ii) its dealers, agents or lessees;

(b) a loan company licenced pursuant to The Trust and Loan Corporations Act;

(c) any person who does not participate in the negotiations of a mortgage transaction with the mortgagor.

Repeal 4 Saskatchewan Regulations 157/70 are repealed.

Coming into force

5 These regulations come into force on the day on which they are filed with the Registrar of Regulations.



Government of Saskatchewan

Drafting Instructions for Regulations

From: [Minister's Name]
Minister of [Dept.] or
Minister Responsible for [Crown Corporation or Agency]

Date: [Date]

To: [Minister's Name], Chair
Legislative Instruments Committee

Re: **Title of Regulation**

INTRODUCTION

BACKGROUND

IMPLICATIONS

ALTERNATIVES

**REGULATORY CODE OF CONDUCT
FACT SHEET FOR REGULATIONS**

Name of Regulation:

Date:

Minister/Department:

Contact Person and Telephone Number:

Date Coming into Force/Time Frame:

1. CONSULTATION:

Group(s), Organization(s) and/or Individuals
Consulted

Date(s) Consultation Occurred

Response to Consultation

2. RESULTS OF CONSULTATIONS:

3. POTENTIAL COSTS/SAVINGS AND BENEFITS:
(Elaborate on costs to government/business/individuals)

4. NON-REGULATORY ALTERNATIVES:
(Were any non-regulatory alternatives identified? If so, why were they not implemented?)

5. CONFLICT WITH OTHER JURISDICTIONS:
(Are there similar Regulations in other jurisdictions (federal, other provinces, municipal) that may conflict with these Regulations?)

**APPENDIX “K”: REGULATIONS (MINISTER’S ORDERS)
FORMAT EXAMPLE AND SCHEDULE**

EXAMPLE OF AN ORDER FOR MINISTERS’ REGULATIONS

State the minister responsible, the name and section of the Act authorizing the specific regulations to be made, and the name of the regulations being made

State when and where the regulations are being made

Signature of the minister responsible for the Act authorizing the regulations

Signature of the minister responsible for the Act authorizing the regulations

MINISTER’S ORDER

The Minister responsible for the Highway Traffic Board, pursuant to section 92 of *The Highway Traffic Act*, makes *The Blood Sample Certificate Amendment Regulations, 20xx* in accordance with the attached Schedule.

Dated at the City of Regina, this ____ day of _____, 20xx.

Minister Responsible for the
Highway Traffic Board

Certified True Copy

Minister Responsible for the
Highway Traffic Board

Attached schedule is the same as for Lieutenant Governor in Council Regulations.

APPENDIX "L": REGULATIONS (AGENCY, BOARD, COMMISSION)

EXAMPLE OF AN AGENCY ORDER TO MAKE REGULATIONS

State name of the agency making the regulations, the section and name of the Act authorizing the regulations and the name of the regulations

BOARD ORDER

The Highway Traffic Board, pursuant to subsections 37(1) and 118(2) of *The Highway Traffic Act*, makes *The Highway Worker Identification Regulations, 20xx* in accordance with the attached Schedule.

State when and where the regulations are being made

Dated at the City of Regina, this ____ day of _____, 20xx.

Signature of the chairperson

Chairman of the
Highway Traffic Board

Certified True Copy

Signature of the chairperson

Chairman of the
Highway Traffic Board

Attached schedule is the same as for Lieutenant Governor in Council Regulations.

**RECOMMENDATION AND ORDER FOR REGULATIONS MADE BY AN
AGENCY, BOARD OR COMMISSION BUT REQUIRING
LIEUTENANT GOVERNOR IN COUNCIL APPROVAL**

		TO THE HONOURABLE THE LIEUTENANT GOVERNOR IN COUNCIL
		The undersigned has the honour to report that:
State the agency making the regulations, the section and name of the Act authorizing the regulations and the title of the regulations	1	Subsection 60(1) of <i>The Teachers' Superannuation Act</i> provides that, the Teachers' Superannuation Commission may, subject to the approval of the Lieutenant Governor in Council, make regulations for the purpose of carrying out the provisions of the Act.
Refer to any relevant regulations	2	Your Honour approved <i>The Teachers' Superannuation Regulations</i> , being R.R.S.c. T-9 Reg 1 of <i>The Revised Regulations of Saskatchewan</i> , made by the commission pursuant to that Act.
Justification	3	It is considered expedient and in the public interest to amend those regulations.
Recommendation		The undersigned has the honour, therefore, to recommend that Your Honour issue the Order shown below.
Signature of minister responsible for the Act authorizing the regulations	RECOMMENDED BY:	_____ Minister of Learning
Signature of the President of the Executive Council	APPROVED BY:	_____ President of the Executive Council
		ORDER
Include in the order the name of the regulations, the section and name of the Act authorizing the regulations, the minister responsible, and the agency making the regulations		The Honourable Lieutenant Governor in Council, on the recommendation of the Minister of Learning, pursuant to section 60 of <i>The Teachers' Superannuation Act</i> , approves <i>The Teachers' Superannuation Amendment Regulations, 20XX</i> , made by the Teachers' Superannuation Commission, in accordance with the attached Order and Schedule.
Signature of the Lieutenant Governor		_____ Lieutenant Governor
		REGINA, Saskatchewan

Attached behind the Lieutenant Governor in Council Regulation is the Agency Order and schedule

APPENDIX “M”: LEGISLATION: STAGE 1, STAGE 2 AND STAGE 3

STAGE 1 - APPROVAL OF POLICY

Format for Submissions for Approval of Policy

One format may be used for submissions to the minister, Secretary of the Legislative Instruments Committee and Caucus committees. The submissions for each piece of legislation should consist of a covering memorandum and a one to two page summary of the proposal. The following headings should be used in summarizing the proposal.

Title of Proposal

Amendments to The _____ Act, or New Legislation to _____, or
Repeal of The _____ Act.

Recommendation

What new legislation, amendments or repeals are needed; i.e., the major changes being requested or the new initiatives.

Background

Purpose of the new legislation, why it is needed, and how far reaching it will be.

Implications

Policy, financial (if the proposed legislation has financial implications indicate the approximate costs and the source of funding) and political.

Alternatives

Realistic alternatives to the recommendation including, if possible, maintaining the status quo and non-regulatory options.

Priority

Urgent, high, medium, low.

Treasury Board Approval

Requires Treasury Board approval if there are any financial implications.

STAGE 2 - DRAFTING INSTRUCTIONS

Format for Drafting Instructions

Covering Memorandum

The memorandum should be addressed from the minister to the Legislative Instruments Committee. This memorandum should clearly indicate the proposed changes in the legislation, (and what they mean) with reference to the specific sections of the Act.

Consultations

A list of consultations to date, including government and non-government agencies and individuals, should be attached to the covering memorandum. If applicable, the results of these consultations should be also included.

Communications Strategy

The communications strategy should identify any relevant public communications planned prior to the bill's introduction as well as following the tabling of the legislation.

Comparative Analysis

Where relevant, comparative information from other Canadian jurisdictions should be provided.

Drafting Instructions

The entire bill should be prepared in landscape format with three columns indicating the existing provision, the proposed change and a clear explanation of the change.

Financial Implications

Indicate the costs and source of funding and if approved by Treasury Board.



Government of Saskatchewan

Drafting Instructions for Legislation

From: [Minister's Name]
Minister of [Dept.] or
Minister Responsible for [Crown Corporation or Agency]

Date: [Date]

To: [Minister's Name], Chair
Legislative Instruments Committee

Re: **Title of Legislation**

RECOMMENDATION

BACKGROUND

IMPLICATIONS

ALTERNATIVES

COMPARATIVE ANALYSIS

CONSULTATIONS

COMMUNICATIONS STRATEGY

DRAFTING INSTRUCTIONS

EXISTING PROVISION	PROPOSED PROVISION	EXPLANATION/COMMENTS

STAGE 3 - DRAFT BILL

Format for Draft Bills

Covering Memorandum

The memorandum should be addressed from the minister to the Legislative Instruments Committee. This memorandum should clearly indicate the proposed changes in the legislation, with reference to the specific sections of the Act.

Consultations

A list of consultations, including government and non-government consultations, must be attached to the draft bill. The results of these consultations must also be included.

Draft Bill - Landscape Format

The entire bill should be prepared in landscape format with three columns indicating the existing provision, the proposed change (as approved during Stage 2 by the Legislative Instruments Committee) and a clear explanation of the change.

Draft Bill - Ready for Introduction

The bill should be prepared in the normal format for draft legislation (ie. as it will be presented in its final form for ministerial sign-off).



Government of Saskatchewan

Draft Bill

From: [Minister's Name]
Minister of [Dept.] or
Minister Responsible for [Crown Corporation or Agency]

Date: [Date]

To: [Minister's Name], Chair
Legislative Instruments Committee

Re: **Title of Legislation**

RECOMMENDATION

BACKGROUND

IMPLICATIONS

ALTERNATIVES

COMPARATIVE ANALYSIS

CONSULTATIONS

COMMUNICATIONS STRATEGY

Appendix "N"

**Proclamations - Illustration of the Format
and Wording of a Proclamation**



GOVERNMENT OF SASKATCHEWAN

Certificate of Recognition

I, David Forbes, Minister of Environment
in the Province of Saskatchewan
in exercise of the powers conferred upon me,
do hereby designate the week of
February 15 - 21, 2004 to be:

"Saskatchewan Wildlife Federation Week"

And I request the citizens of the Province of Saskatchewan to
recognize this week.

Dated at the City of Regina this 19th day of December, 2003.



MINISTER

APPENDIX “O”: MINISTER’S ORDERS (ADVISORY COMMITTEES)

EXAMPLE OF APPOINTMENTS TO ADVISORY COMMITTEE BY MINISTER’S ORDER

Give the order a descriptive title

APPOINTMENTS TO AN ADVISORY COMMITTEE ON XYZ

State the minister making the appointments, the Act authorizing creation of the committee, the name of the committee and the term of the committee. If there is no order in council establishing the committee, assign a term of one year. If there is an order in council, state the term in the order and refer to the number of the order.

I, _____, Minister of (Department) pursuant to section 16 of *The Government Organization Act* and section xx of *The ABC Act* do hereby order that there shall be an advisory committee known as the **Advisory Committee on XYZ** which shall exist for five years as approved by Order in Council Number XXX/2003.

State the names of appointees, their residences and, if the board has a term of more than one year, their terms.

I hereby appoint the following members to the Advisory Committee on XYZ to serve at pleasure for a term not exceeding two years:

Name 1, Address
Name 2, Address

I hereby appoint the following members to the Advisory Committee on XYZ to serve at pleasure for a term not exceeding four years:

Name 3, Address
Name 4, Address

I hereby appoint the following members to the Advisory Committee on XYZ to serve at pleasure for a term not exceeding five years:

Name 5, Chairperson, Address
Name 6, Address

Confirm the composition of the committee.

I hereby designate Name 5, Address, as Chairperson of the Advisory Committee on XYZ.

I hereby confirm that as a consequence of the above, the following persons constitute the membership of the Advisory Committee on XYZ to serve at pleasure for a term not exceeding the dates indicated:

Name 5, Chairperson, Address	January 31, 2008
Name 6, Address	January 31, 2008
Name 3, Address	January 31, 2007
Name 4, Address	January 31, 2007
Name 1, Address	January 31, 2005
Name 2, Address	January 31, 2005

State remuneration rates and conditions and date from which remuneration may be paid.

A member, other than a government employee, shall be paid at the rate of \$75.00 for each day that he or she is engaged in the work of the committee and the chairperson shall be paid at the rate of \$110.00 for each day with such remuneration to be calculated as and from the date of the appointing order. Members of the committee shall be paid expenses for travel and sustenance incurred in the performance of their duties as members of the committee at the rate authorized for members of the public service, such expenses to be calculated as and from the date of the appointing order.

State where and when the order is made.

Dated at Regina, Saskatchewan, this 31st day of January, 2003.

Signature of minister responsible for making the appointments.

Minister

AGENCY DATA UPDATE FORM

INFORMATION ON AGENCY

Agency Name:

Office or Crown:

Authorizing Act:

Agency or Board Sunrise:

Agency or Board Sunset:

Agency or Board Address:

Chief Executive Officer:

INFORMATION ON APPOINTEE

Last Name:

First Name:

Title:

Position on Board:

Home Address:

Business Address:

Home Constituency:

Initial Appointment to Board:

Current Appointment to Board:

Expiry of Current Appointment:

Remuneration:

Expenses:

Gender:

Target Group(s) Represented:

Organization Represented:

APPENDIX "P": APPOINTMENT OF ACTING PERMANENT HEAD

APPOINTMENT OF ACTING PERMANENT HEAD

I, _____, the duly appointed (Deputy Minister) of _____, pursuant to the provisions of Order in Council 981/85, do hereby appoint _____ to act in my stead during my absence as (Deputy Minister) of _____.

I appoint the following persons to act in my stead as (Deputy Minister) of _____ in my absence, in the absence of the said _____ and in the absence of the persons listed in priority to him/her:

Dated at Regina, Saskatchewan, this _____ day of _____, 20____.

Deputy Ministers' Signature

Filed in the Office of the Clerk of the Executive Council this _____ day of _____, 20____.

Clerk of the Executive Council

APPENDIX "Q": CROWN EMPLOYMENTS CONTRACTS - SAMPLE LETTER

ON CROWN LETTER HEAD (DEPARTMENT OR AGENCY)

S A M P L E

FROM: _____ Date: _____

TO: Judy Samuelson
Clerk of the Executive Council

RE: FILING OF CROWN EMPLOYMENT CONTRACTS

In accordance with the terms of *The Crown Employment Contracts Act*, I am notifying you of the details of my employment contract with _____ (corporation, agency, department, etc.).

Name: _____

Current Position: _____

Effective Date: _____ Confirmation Date: _____

Annual Salary: \$ _____ within range of \$ _____

Transportation Allowance: \$ _____ per month

Benefits: e.g. Standard _____ Benefit Package including: Capital Pension Plan, Dental Plan, Sick Leave, Vacation, Vision Care, Long Term Disability Plan, Group Life Insurance and AD&D

Reason for filing:

I understand that I am required to file with you any changes to these terms within fourteen days of my confirmation. If my contract is put in writing, I will promptly file a copy with you. As well, if I change positions or leave this employment, I will notify you. I also consent to the release of this information.

_____ Employee's Signature

_____ Employee's Title

Appendix "R"

Number of Cabinet Documents

NUMBER OF CABINET DOCUMENTS

ALL CABINET DOCUMENTS MUST BE ON 8 1/2" x 11" PAPER AND SINGLE SIDED			
DOCUMENT TYPE <i>(Contact Person)</i>	DEADLINES	COLLATE AS FOLLOWS	NUMBER OF DOCUMENTS
DECISION ITEM <i>(Leta Lys - 7-9537)</i>	12 days prior to targeted Cabinet meeting	. NO Transmittal Sheet . Decision Item	1 original (not stapled; not 3-hole punched; not two sided) 35 copies stapled and 3-hole punched
NOMINATION <i>(Leta Lys - 7-9537)</i>	Wednesday, noon - week prior to targeted Cabinet meeting	. Transmittal Sheet . Nomination Memo . 1 copy of the Agency Data Update Form for each member being proposed to the Board - attached to the original <u>only</u>	1 original (not stapled; not 3-hole punched; not two sided) 35 copies stapled and 3-hole punched
INFORMATION ITEM <i>(Leta Lys - 7-9537)</i>	Wednesday, noon - week prior to targeted Cabinet meeting	. Transmittal Sheet . Information Item	1 original (not stapled; not 3-hole punched; not two sided) 35 copies stapled and 3-hole punched
MINISTER'S ORDER (appointments to Agencies, Boards and Commissions) <i>(Leta Lys- 7-9537)</i>		. Minister's Order (on Minister letterhead) . Agency Data Update Form attached to all copies	3 copies (original to be returned to department by Minister's office)

DOCUMENT TYPE <i>(Contact Person)</i>	DEADLINES	COLLATE AS FOLLOWS	NUMBER OF DOCUMENTS
ORDERS IN COUNCIL <i>(Deanna Schmidt - 7-6343)</i>	Wednesday, noon - week prior to targeted Cabinet meeting	<ul style="list-style-type: none"> . No Transmittal Sheet . Fact Sheet . Order in Council . Schedule 	1 original (not stapled and not 3-hole punched) 9 copies stapled and 3-hole punched If schedule is more than 15 pages - 13 additional copies of the schedule <u>only</u> (not 3-hole punched)
PERSONNEL ORDERS IN COUNCIL <i>(Deanna Schmidt - 7-6343)</i>	Wednesday, noon - week prior to targeted Cabinet meeting	<ul style="list-style-type: none"> . No Transmittal Sheet . Fact Sheet . PSC Checklist . PSC Request for Order . Order in Council . Contract (if any) 	1 original (not stapled and not 3-hole punched) 9 copies stapled and 3-hole punched
BOARD/AGENCY APPOINTMENT ORDERS IN COUNCIL <i>(Deanna Schmidt - 7-6343)</i>	Wednesday, noon - week prior to targeted Cabinet meeting	<ul style="list-style-type: none"> . No Transmittal Sheet . Fact Sheet . Board/Agency Data Update Forms (attached to the Original Fact Sheet <u>only</u> - for new appointments only) . Order in Council . Schedule (if any) 	1 original (not stapled and not 3-hole punched) 9 copies stapled and 3-hole punched

DOCUMENT TYPE (Contact Person)	DEADLINES	COLLATE AS FOLLOWS	NUMBER OF DOCUMENTS
REGULATIONS (Shelley Nelson - 7-9636)	Wednesday, noon - 1 week prior to targeted Legislative Instruments Committee (LIC) meeting	<ul style="list-style-type: none"> . NO Transmittal Sheet . Memo "Drafting Instructions for Regulations" (i.e., recommendation, background, implications, alternatives) . Regulatory Code of Conduct Fact Sheet for Regulations . Detailed Analysis (landscaped drafting instructions) . Order in Council . Order . Schedule 	1 original (not stapled and not 3-hole punched) 20 copies stapled and 3-hole punched If schedule is more than 15 pages - 13 additional copies of the schedule only (not 3-hole punched).
MINISTER'S ORDER - REGULATIONS (Shelley Nelson - 7-9636)		<ul style="list-style-type: none"> . NO Transmittal Sheet . Memo "Drafting Instructions for Regulations" (i.e., recommendation, background, implications, alternatives) . Regulatory Code of Conduct Fact Sheet for Regulations . Detailed Analysis (landscaped drafting instructions) . Minister's Order . Schedule 	1 original signed by Minister in two places

DOCUMENT TYPE <i>(Contact Person)</i>	DEADLINES	COLLATE AS FOLLOWS	NUMBER OF DOCUMENTS
BOARD ORDER/ COMMISSION REGULATIONS <i>(Shelley Nelson - 7-9636)</i>		<ul style="list-style-type: none"> . NO Transmittal Sheet . Memo "Drafting Instructions for Regulations" (i.e., recommendation, background, implications, alternatives) . Regulatory Code of Conduct Fact Sheet for Regulations . Detailed Analysis (landscaped drafting instructions) . Board Order . Schedule 	1 original signed by Chairperson in two places
LEGISLATION <i>(Shelley Nelson - 7-9636)</i>	Wednesday, noon - 1 week prior to targeted Legislative Instruments Committee (LIC) meeting	Drafting Instructions: <ul style="list-style-type: none"> . Memo "Drafting Instructions for Legislation" (i.e., introduction, background, consultations, communications, comparative analysis) . Drafting Instructions (landscaped) Draft Bill: <ul style="list-style-type: none"> . Covering Memo . Drafting Instructions (landscaped) . Draft Bill 	Drafting Instructions for LIC: 1 original 20 copies stapled and 3-hole punched Draft Bill for LIC: 1 original 20 copies stapled and 3-hole punched

ALL CABINET DOCUMENTS MUST BE ON 8 1/2" x 11" PAPER AND SINGLE SIDED