



HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

# **REVIEW OF NATIONAL PROTOCOL PROCEDURES**

## **Report of the Standing Committee on Canadian Heritage**

**Hon. Rob Moore, M.P.  
Chair**

**OCTOBER 2012**

**41st PARLIAMENT, 1st SESSION**

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# **THE STANDING COMMITTEE ON CANADIAN HERITAGE**

has the honour to present its

## **SIXTH REPORT**

Pursuant to its mandate under Standing Order 108(2), the Committee has undertaken a review of national protocol procedures and has agreed to report the following:





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# NATIONAL PROTOCOL PROCEDURES

## CHAPTER 1: INTRODUCTION

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### 1.1 Committee Mandate

Protocol refers to the official rules of etiquette that are observed at ceremonies.<sup>1</sup> As there is no official Canadian manual of protocol regarding the conduct of ceremonies such as funerals and memorials, some organizations have expressed the desire for the development of national protocol procedures which would give guidance on Canadian protocol traditions.

Given that responsibility for national state ceremonial and Canadian symbols falls under the Department of Canadian Heritage, the House of Commons Standing Committee on Canadian Heritage (the Committee) decided to enquire about the protocol procedures different organizations are using to conduct ceremonies, whether national protocol procedures should be developed, what form they could take, and how they could be made available to Canadians. Consequently, on September 27, 2011, the Committee agreed:

That the Committee conduct a review of the National Protocol Procedures in order to provide better guidance to provincial and municipal partners in events such as state visits, funerals and memorials.<sup>2</sup>

Beginning on May 3, 2012, the Committee held 5 meetings on the study of National Protocol Procedures, during which it heard from 32 witnesses.

### 1.2 The Committee's Report

Chapter 2 of this report looks at definitions of ceremonial protocol. Chapter 3 examines current ceremonial protocol procedures used by federal departments, the Parliament of Canada, provincial and municipal governments, and organizations such as fire services, emergency medical services, the Royal Canadian Legion, funeral companies, hotels, and venues. Chapter 4 looks at witness testimony regarding the development of national protocol procedures, the elements they might include and how they could be made available to Canadians. Chapter 5 lists the Committee's recommendations.

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1 "Protocol (n.)," definition 6.a., *Oxford English Dictionary*.

2 *Minutes of Proceedings*, Committee, 41st Parliament, 1st Session, September 27, 2011.



## CHAPTER 2: WHAT IS CEREMONIAL PROTOCOL?

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In their testimony, witnesses offered a number of approaches to ceremonial protocol. Some talked about the need to rely on formal procedures, particularly with regard to the order of precedence,<sup>3</sup> while others stressed the need for protocol to be flexible in order to adapt to changing circumstances. All agreed, however, that ceremonial protocol is based on certain fundamental principles.

The Department of Canadian Heritage is responsible for developing guidelines for state protocol and procedures and for providing advice on protocol and ceremonial.<sup>4</sup> For Nicole Bourget, Assistant Deputy Minister for Sport, Major Events and Regions at the Department of Canadian Heritage, protocol is “foundational to all of the national ceremonies in Canada and defines the etiquette for the treatment of national symbols such as the national flag of Canada.”<sup>5</sup>

In addition to being the foundation of ceremonies, protocol procedures help facilitate relationships between different level of governments. Mary Shenstone, Assistant Deputy Minister of International Relations and Chief of Protocol with the Office of International Relations and Protocol (OIRP) for the Government of Ontario, defined international protocol as “a system of conventions, procedures, and symbols that nurture and facilitate relationships — political, commercial, social, cultural — between ... governments.”<sup>6</sup>

Cathy Bowles, Chief of Protocol for the City of Ottawa, Ontario, drew a distinction between the formal rules governing flags and orders of precedence and the more flexible approach used to conduct an event. When she consulted federal, provincial and municipal protocol offices regarding their practices, she found that,

... with the exception of specific protocol, such as determining the positioning of flags, styles of address, and orders of precedence, formal protocols pertaining to the planning and execution of events were less prescriptive. The reason for this is to allow flexibility in the planning and execution of specific events.<sup>7</sup>

A similar distinction was noted by Don Head, Commissioner of the Correctional Service of Canada (CSC). He remarked: “I hear the word ‘protocol’ being used quite a bit,

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3 Also known as the Table of precedence, it sets out the hierarchical order of individuals for official functions and events.

4 Department of Canadian Heritage, *Protocol and ceremonial*, <http://www.pch.gc.ca/pgm/ceem-cced/actvt/101-eng.cfm>.

5 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1105.

6 *Evidence*, Committee, Meeting No. 28, 41st Parliament, 1st Session, May 3, 2012, 1205.

7 *Ibid.*, 1200.

and I would argue some things are not protocol. They're customs, they're approaches, they're processes.”<sup>8</sup> He went on to say that protocol, “... should be defined as where there is no opportunity to deviate. When we're talking about national symbols, I think those should be defined as protocols, but other things defined as guidelines and best practices.”<sup>9</sup>

Many witnesses touched on the need for protocol procedures to be flexible. For example, Audrey O'Brien, Clerk of the House of Commons, said:

Protocol requires flexibility, common sense, and is negotiated between the different parties involved in crafting an event. Many principles need to be considered when scripting an event: the role of the hosts, the nature of the institution, and the objectives and desired results. Protocol is more art than science.<sup>10</sup>

At the same time, as explained by Elizabeth Rody, Chief of Protocol and Director of Events at International and Interparliamentary Affairs of the Parliament of Canada, “The fundamentals are always the same because everything comes back to the fact that it's based on precedence.”<sup>11</sup>

Ms. Bourget made a similar point. After saying that “Protocol, by definition, has to be flexible and adapt to the various players on the political or social stage,”<sup>12</sup> she went on to say that when it comes to planning events,

... there are certain standards. For example, with respect to a royal visit, there are steps that you cannot escape. There are royal salutes and other things.... There are things that I would call sacrosanct, things that we do not touch, for example, the flying of the Queen's flag when she's in a city.<sup>13</sup>

However, finding the balance between the desire to respect tradition and the need for flexibility can be a challenge. As explained by Scott MacLeod, President of the Funeral Service Association of Canada: “The challenge for families is: What's appropriate? What's the right thing to do here?”<sup>14</sup>

A number of witnesses said that one of the fundamental principles of protocol is the need to show respect. For example, Ms. Shenstone said: “The role of protocol is to show respect and dignity for those involved and have an established sequence of proceedings so there isn't offence overall.”<sup>15</sup> Ms. Bowles also said that the point of protocol is to “make

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8 *Evidence*, Committee, Meeting No. 30, 41st Parliament, 1st Session, May 10, 2012, 1225.

9 *Ibid.*

10 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1210.

11 *Ibid.*, 1240.

12 *Ibid.*, 1105.

13 *Ibid.*, 1115.

14 *Evidence*, Committee, Meeting No. 30, 41st Parliament, 1st Session, May 10, 2012, 1210.

15 *Evidence*, Committee, Meeting No. 28, 41<sup>st</sup> Parliament, 1st Session, May 3, 2012, 1235.

people feel comfortable and respected.”<sup>16</sup> Stewart Kellock, Chair of the Canadian Police Ceremonial Units Association, defined protocol as “an etiquette or behaviour that demonstrates respect.”<sup>17</sup> Dwight MacAulay, Chief of Protocol for the Executive Council of the Government of Manitoba, defined protocol as: “good manners and common sense... with a hint of flexibility.”<sup>18</sup>

Witnesses also touched on the subject of respecting cultural diversity. For example, Ms. Bourget talked about the importance of weaving new traditions into protocol procedures and gave the example of the increased use of multi-faith services.<sup>19</sup> Similarly, Allan Cole, a mortuary affairs contractor for the Department of National Defence and the Royal Canadian Mounted Police, said: “the multicultural fabric of our nation dictates that we have to have that flexibility to address the variety of needs identified in the Canadian population today.”<sup>20</sup>

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16 Ibid., 1240.

17 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1<sup>st</sup> Session, May 8, 2012, 1210.

18 *Evidence*, Committee, Meeting No. 28, 41st Parliament, 1st Session, May 3, 2012, 1225.

19 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1150.

20 *Evidence*, Committee, Meeting No. 30, 41st Parliament, 1st Session, May 10, 2012, 1140.





# CHAPTER 3: CURRENT CEREMONIAL PROTOCOL PROCEDURES

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## 3.1 Federal Institutions Involved in Protocol

The Clerk of the House of Commons, Ms. O'Brien, explained that protocol is essential in the normal functioning of a legislature. Protocol responsibilities for visits of foreign dignitaries to the Parliament of Canada fall to the Protocol Office, under the authority of the International and Interparliamentary Affairs Directorate of the Parliament of Canada:

The office of parliamentary protocol assists the speakers of both Houses in their diplomatic and ceremonial roles, supports parliamentary exchanges and parliamentary associations, organizes parliamentary conferences, and lends expertise and advice on all matters of protocol.<sup>21</sup>

Events in which the Office is called on to participate are as varied as welcoming ceremonies for heads of state and international dignitaries, openings of parliamentary sessions, inauguration ceremonies of a governor general, parliamentary unveiling ceremonies and commemorative activities, and state funerals.

Protocol activities require working together with other stakeholders, such as "foreign affairs protocol, state ceremonial at the Department of Canadian Heritage, provincial or territorial offices of protocol, and other government agencies, for example, the Department of National Defence."<sup>22</sup>

Ms. O'Brien also noted that different protocol practices are applied "when an event is deemed parliamentary in nature or is deemed a state or national event."<sup>23</sup> When such events bring together the executive and legislative branches, the Office "ensures that both protocols are incorporated to avoid offence and misunderstandings."<sup>24</sup>

Over the years, the parliamentary Protocol Office has added "the parliamentary components, precedents and practices to events hosted by the executive on Parliament Hill."<sup>25</sup> Ms. O'Brien pointed out the importance of having some flexibility in matters of

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21 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1205.

22 *Ibid.*

23 *Ibid.*

24 *Ibid.*

25 *Ibid.*, 1210.

protocol, and not to be “hamstrung by what would seem to be rules that are poured in concrete.”<sup>26</sup>

Ms. Bourget of the Department of Canadian Heritage testified before the Committee to explain the specific role of the Department in various protocol issues in Canada. Ms. Bourget said that the *Department of Canadian Heritage Act* sets out the obligations of the Department in this area. Paragraph 4(2)(h) of the Act provides that “state ceremonial and Canadian symbols”<sup>27</sup> fall under the Department’s jurisdiction.

The Department fulfills its responsibilities under the Act through the State Ceremonial and Canadian Symbols Program. Over the years, the Department has developed an expertise in protocol on a variety of subjects and situations:

The department also acts as a centre of expertise on issues of domestic protocol and procedures. This includes the rules surrounding the national flag of Canada, its half-masting, display and use. We respond to inquiries from the public on national symbols, the use of royal images, the prefix “royal” and the use of symbols for commercial purposes. This role also involves on-going communication and liaison with provincial and territorial government protocol offices.<sup>28</sup>

The Department also plays a key role in organizing state funerals to honour a governor general, prime minister or eminent Canadian at the discretion of the prime minister. Ceremonies for such funerals must reflect the “predetermined wishes of the deceased and the wishes of the family.”<sup>29</sup>

The Department also plays a key role during official or state visits by members of the Royal Family. These visits require close cooperation with the Office of the Governor General and provincial, territorial and municipal governments.

The Department relies on various documents to guide its actions in terms of protocol. However, these are living documents “based on convention and past practice.”<sup>30</sup> Due to the changing nature of events that the State Ceremonial Program is required to coordinate, protocol must be “flexible and adapt to the various players on the political or social stage.”<sup>31</sup>

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26 Ibid., 1230.

27 [Department of Canadian Heritage Act](#), S.C. 1995, c. 11, (consulted on May 15, 2012).

28 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1105.

29 Ibid., 1110.

30 Ibid.

31 Ibid., 1105.

Information on protocol is posted on the Department's website, and discussions are ongoing "with DND [Department of National Defence] to hook up through the URL<sup>32</sup> and say, go see DND if it's something pertaining to military honours."<sup>33</sup>

The Office of Protocol of the Department of Foreign Affairs and International Trade (DFAIT) is responsible for providing support and advice on protocol to the governor general and the prime minister, as well as to DFAIT portfolio ministers. It is directly involved in official events and visits of the governor general as well as those of the prime minister and DFAIT portfolio ministers, both at home and abroad.

Margaret Huber, Chief of Protocol of Canada, explained that the Office of Protocol also plays a key role in the reception of foreign dignitaries by defining the following elements:

... standards of treatment for state, official, working, and private visits of heads of state, heads of government, ministers, and guests of government. Standards of treatment provide general guidelines for a visit in areas such as accommodation, local transportation, security, gifts, hospitality, and ceremonial elements.<sup>34</sup>

The Office of Protocol attentively respects the same ceremonial elements, whether for a visit by a head of government or a head of state. However, there is a certain degree of flexibility to adapt to the needs and wishes of the guest:

Ceremonial elements can include an official welcome by a federal representative, military honours, official welcome on Parliament Hill, a 19-gun salute, wreath laying at the National War Memorial or Peacekeeping Monument, some form of official hospitality, flag street lining in Ottawa, and red carpet for arrival or departure. There is, as I mentioned, a certain degree of flexibility, depending on the circumstances and the wishes of our guest.<sup>35</sup>

DFAIT's Office of Protocol provides direction to several federal departments, as well as to provincial and territorial protocol offices. Ms. Huber emphasized that "we're great believers in collaboration and coordination and working together."<sup>36</sup> She also stated that they try to learn from past history but also, if necessary, to "look for opportunities to bring innovation, to bring a bit of a fresh approach."<sup>37</sup>

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32 Uniform resource locator.

33 Ibid., 1130.

34 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1st Session, May 8, 2012, 1105.

35 Ibid.

36 Ibid.

37 Ibid., 1135.

In addition to the Department of Canadian Heritage and DFAIT, other federal agencies have their say on matters of protocol, such as the Canada Border Services Agency (CBSA) and the Canadian Armed Forces.

The CBSA is the federal agency responsible for managing the flow of people and goods in and out of Canada. The Agency has established an international events team that fulfills its responsibilities based on the Agency's mandate and legislative principles. Its Director General, Calvin Christiansen, noted that the CBSA can simplify procedures and processes for crossing the border while respecting legislation and regulations:

When significant events are being planned, such as a royal visit, music festival, sports event, or concert, the CBSA must be involved in the planning to ensure that Canada's immigration and customs laws are followed. All foreign dignitaries entering Canada must demonstrate that they meet Canada's entry requirements, including the presentation of proper travel documents, such as a passport. The same rules that apply to Canadian residents and visitors to Canada also apply to foreign dignitaries and heads of state.<sup>38</sup>

As its name suggests, the objective of the National Courtesy and Expedited Clearance Program is to "facilitate the presence in Canada of visiting foreign dignitaries who qualify for courtesy or expedited clearance."<sup>39</sup> However, the program does not exempt the "legislative requirements of the *Immigration and Refugee Protection Act* or the *Customs Act*."<sup>40</sup>

The CBSA works together with other federal departments. However, "there is significant work done at the provincial, regional, and municipal levels where the actual events do take place. It's the guidance at the local level that ensures these events are successful."<sup>41</sup>

Mr. Head of the CSC explained the work of the CSC's ceremonial guard, which is filled on a voluntary basis. The CSC has taken steps to ensure "that the participation of our staff and ceremonial units follows consistent protocols that portray a proper and respectful image of Canada and the CSC."<sup>42</sup> It uses manuals from the Royal Canadian Mounted Police and the Canadian Forces for ceremonial events. Moreover, the federal agency has established two formal protocols, "one for our change-of-command ceremonies and one for the half-masting of the national flag of Canada within CSC, which was developed in partnership with the Department of Canadian Heritage."<sup>43</sup>

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38 Ibid., 1115.

39 Ibid., 1120.

40 Ibid.

41 Ibid.

42 *Evidence*, Committee, Meeting No. 30, 41st Parliament, 1st Session, May 10, 2012, 1125.

43 Ibid.

Lieutenant-Colonel Marcel Beaudry, Inspector of Canadian Forces Colours and Badges, explained that the Canadian Forces use various manuals with respect to protocol. Canadian Forces historians conduct extensive research on protocol-related issues.<sup>44</sup> However, he expressed the need to have a detailed manual:

The military has to be seen as acting as one. A body of men and women have to act as one. Everything from basic drill to more complex ceremonial is written down so that a pace is always 30 inches, cadence of march for quick-march or for slow-march doesn't change, people have to be dressed the same so that we achieve the common look that people expect of us. Necessarily, everything is written down and traditions date back from the British army and the Royal Navy.

Our manual of drill and ceremonial covers everything from basic standing at attention, stand at ease, to battalion ceremonial guards, centuries escorts, freedom of the city, retreats, tattoos, sunset ceremonies, street lining.

This manual is about an inch and a half thick, and in English and French.<sup>45</sup>

LCol Beaudry said that the manuals are updated on a regular basis. Regarding the use of flags, he said that the Canadian Forces refer to the guidelines proposed by the Department of Canadian Heritage:

Where there is Canadian protocol, for example, with flags, the orders for national and provincial flags ... they are the authority and what we put in our book is what comes from Canadian Heritage. What else comes from Canadian Heritage? Flags, anthems, forms of address, and ceremonial information concerning the royal, vice-regal, and heads of state. We look to them to be the authority on that.

So what we put in our manuals reflects accepted Canadian national protocol. For the rest, it's internal to the CF [Canadian Forces].<sup>46</sup>

### **3.2 Other Organizations Involved in Protocol**

The Chief of Protocol for the City of Ottawa, Ms. Bowles, presented the city's viewpoint on ceremonial practices. As the capital of Canada, Ottawa is home to several foreign dignitaries. In 2001, the City of Ottawa formalized this function by creating the Office of Protocol:

... an informal consultation process was undertaken with federal, provincial, and municipal protocol offices regarding their protocol practices. During this period of time, in addition to conversations with all levels of government, the websites of both the Department of Canadian Heritage and the Department of Foreign Affairs and

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44 *Evidence*, Committee, Meeting No. 31, 41st Parliament, 1st Session, May 15, 2012, 1210.

45 *Ibid.*, 1215.

46 *Ibid.*, 1230.

International Trade were consulted and continue to be consulted and referenced on a regular basis.<sup>47</sup>

Ms. Bowles underscored the use of protocol procedures made public by Canadian Heritage which serve as “needed and important reference tools.”<sup>48</sup> This is particularly true for guidelines on the use of the Canadian flag.

The Committee also heard testimony from Ms. Shenstone from the OIRP which coordinates various protocol activities such as:

... the installation of the lieutenant-governor, the swearing in of new governments, the unveiling of official portraits, state funerals for former Ontario premiers and lieutenant-governors, the issuing of what are commonly called green passports through the federal government, advice to stakeholders both within and outside government on protocol practices and policies — the half-masting of flags, the Ontario order of precedence — and royal visits.<sup>49</sup>

Rules to follow in terms of protocol have been written down, for example with respect to the positioning of flags and forms of address. However, the OIRP must show flexibility “because it depends on the individuals, it depends on the day, and it depends on who we’re serving.”<sup>50</sup> The diversity of Ontario’s population must also be taken into consideration in certain circumstances.

As other witnesses noted before her, collaboration is essential in many ways, both with other governments and with police and fire services:

On a state visit, for example, or with the upcoming royal visit, Ontario's office of protocol relies on the support of counterparts from the federal and municipal governments; officials from various safety, security, and military organizations; and venue managers and vendors.<sup>51</sup>

The Chief of Protocol for the Government of Manitoba, Mr. MacAulay, has been called on to coordinate various protocol events over the past 14 years, such as:

... all incoming diplomatic visits — for ambassadors and high commissioners and consuls general...

Other areas, such as royal visits, the opening of the House — that's the Speech from the Throne — half-masting of flags throughout the province, books of condolence when

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47 *Evidence*, Committee, Meeting No. 28, 41st Parliament, 1st Session, May 3, 2012, 1200.

48 *Ibid.*

49 *Ibid.*, 1205.

50 *Ibid.*, 1230.

51 *Ibid.*, 1205.

required, and most special events where the premier plays a key role also fall, in some capacity, to my office.<sup>52</sup>

He emphasized that some protocol standards used by the Government of Manitoba have elements in common with the federal system of protocol:

... all the provinces and territories, ... have what I would describe as a very good relationship with the staff of several federal offices that we count on and deal with on an ongoing basis<sup>53</sup>.

A good example is the close collaboration between the province and the Canadian Army in the coordination of military events in Manitoba. In other circumstances, rigidity is not always desirable and common sense is the key:

There are [the] orders of precedence I mentioned. On the east coast, the military or the navy gets higher prominence. In Quebec, the Roman Catholic church gets higher prominence. In the western provinces, you have the aboriginal leaders and that kind of stuff.<sup>54</sup>

Representatives from the Royal Canadian Legion testified before the Committee to explain their work, particularly in the context of Remembrance Day ceremonies. The Royal Canadian Legion has published various manuals on matters of protocol that can be used as references. These manuals have been distributed across the country to help the different sections of the Royal Canadian Legion apply various protocol customs. Steven Heiter, Secretary of the Royal Canadian Legion's Dominion Ritual and Awards Committee, said that, among these customs, respecting a minute of silence and wearing a poppy were good examples of traditions that were carried on from year to year.

### **3.3 Police, Fire and Ambulance Services**

In addition to the various governments across the country, other organizations deal with protocol and some have developed procedures in this regard. Doug Goodings, Executive Coordinator of Certification and Accreditation for the Office of the Fire Marshal of Ontario (OFMO), explained various protocol practices. Fire services history and tradition “play a large part in all memorial ceremonies, from those recognizing active line-of-duty deaths and those for line-of-duty deaths under the presumptive legislation, to historic service from retired firefighters and national and provincial memorials.”<sup>55</sup> The OFMO has published a manual, entitled *Protocol for the Ontario Fire Service*, which provides information on the rules of protocol when members of local fire departments are involved

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52 Ibid., 1215.

53 Ibid.

54 Ibid., 1230.

55 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1st Session, May 8, 2012, 1205.

in official events, including the protocol to follow at the funeral of a member of an Ontario fire department.<sup>56</sup> The Canadian Fallen Firefighters Foundation has it “on [its] website.”<sup>57</sup>

There is also a protocol to follow on the death of a policeman killed in the line of duty. Mr. Kellock of the Canadian Police Ceremonial Units Association explained that developing clear rules of protocol means “defining our identity — in effect, nation-building”<sup>58</sup> and “we are developing our identity through an energy, enthusiasm, and pride in our country. We are doing it by showing our pride in our Canadian icons, our history, and our traditions.”<sup>59</sup>

Glen Gillies, a member of the Toronto Emergency Medical Services Honour Guard, explained that the ceremonial unit was created “to elevate the image and public awareness of emergency medical services and to heighten staff and civic pride in the professionalism of our service.”<sup>60</sup> The Toronto Emergency Medical Services Honour Guard helped create the National Alliance of Canadian Emergency Medical Services Honour Guards, which brings together 25 ceremonial units. Emergency medical services:

...all gather for line-of-duty death funerals, from all branches of emergency services, including those of field ambulance divisions of the Canadian Armed Forces, or at significant federal events such as dignitary visits, head of state functions, Remembrance Day services, or whatever deems a coordinated national response.<sup>61</sup>

### 3.4 Funeral Companies, Hotels and Venues

Tony Pollard, President of the Hotel Association of Canada, explained how various hotels across the country must follow certain protocols for the services offered to distinguished guests. Mr. Pollard gave examples of protocols that hotels must follow for various items such as:

- Signing ceremonies;
- Flag placement;
- Place settings and table service;
- Toasts; and

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56 Office of the Fire Marshal, [Protocol for the Ontario Fire Service](#).

57 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1st Session, May 8, 2012, 1220.

58 *Ibid.*, 1210.

59 *Ibid.*

60 *Ibid.*

61 *Ibid.*, 1120.



- The assignment of floors and rooms.

Hotels must also take cultural differences into account, manage media presence and address security issues. Hotels must comply with the *Canadian Charter of Rights and Freedoms* and the *Privacy Act*.

Richard Haycock of the International Association of Venue Managers (IAVM) explained how this industry handles protocol issues. The IAVM is an organization committed to the professional operation of amphitheatres, arenas, auditoriums, convention centres, exhibit halls, performing arts venues, racetracks, stadiums and university complexes. The organization provided its comments from the perspective of the venue as the host of large-scale events. All parties involved have to take into consideration various issues that have a ceremonial dimension:

This would include such things as: cultural influences, whether they be local or regional customs or those having more national or international scope; religion; current events, those being the circumstances leading to the occasion; and the background or history of the key figures involved. This shared understanding puts the venue in the best possible position to contribute to the group's common vision of success.<sup>62</sup>

Representatives of the Funeral Service Association of Canada explained that funeral homes operate in a sector where decorum must be scrupulously respected. One of its members, Mr. Cole, said that rituals, customs, traditions and protocols “are of religious or cultural significance and dictate observances brought down through the ages to commemorate a life lived or to celebrate a person's lifelong accomplishments.”<sup>63</sup> Mr. Cole said there was “no one single source from which we could derive the Canadian way of commemorating the loss of a uniformed person or dignitary, or celebrating their lifelong accomplishments.”<sup>64</sup>

Mr. Cole's firm provides repatriation services for Canadians who have died abroad, including Canadian soldiers who died in Afghanistan. Mr. Cole noted that the repatriation process has changed over time. The establishment of the Highway of Heroes between Trenton and Toronto is a good example of “honouring our fallen on the international stage.”<sup>65</sup> This tradition gives ordinary Canadians an opportunity to salute the men and women of the Canadian Forces and their families for the sacrifice they made on behalf of all Canadians.

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62 *Evidence*, Committee, Meeting No. 30, 41st Parliament, 1st Session, May 10, 2012, 1120.

63 *Ibid.*, 1115.

64 *Ibid.*

65 *Ibid.*, 1120.



# CHAPTER 4: NATIONAL PROTOCOL PROCEDURES

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## 4.1 The Development of National Protocol Procedures

Witnesses who expressed an opinion on developing national protocol procedures tended to fall into two main groups: protocol professionals, who generally felt it would be difficult to codify protocol practices, and non-professionals, who would appreciate some guidance on the protocol procedures to follow when planning ceremonial events.

Among the professionals, Ms. Bourget of the Department of Canadian Heritage said that a protocol manual would create a set of expectations that would strip away flexibility.<sup>66</sup> She said that a protocol manual could be “a useful baseline and guide, but you cannot prescribe any events.”<sup>67</sup> These thoughts were echoed by Ms. Huber, Chief of Protocol of Canada, who said that for those who work in protocol, “Setting [protocol procedures] in stone is not something that would come naturally, because we are governed by very fluid environments in which we must operate.”<sup>68</sup> Furthermore, in the opinion of Ms. O’Brien, the Clerk of the House of Commons, “it would be very difficult to come up with a national framework for something like this, partly because people are very jealous of their territory.”<sup>69</sup>

On the other hand, given that different jurisdictions have different practices, Mr. MacAulay of the Government of Manitoba suggested that a general protocol manual would be useful, especially for the smaller provinces.<sup>70</sup> He said that particularly with respect to the order of precedence, “I don't think there's a month that goes by where there's not a disagreement between communications staff at a provincial level and a federal level with regard to a federal news release or a federal-provincial event.”<sup>71</sup> At the municipal level, Ms. Bowles, Chief of Protocol for the City of Ottawa, said that it might be helpful to have scenarios for events such as lying-in-state ceremonies, which often must be planned with very short notice.<sup>72</sup>

In addition to protocol professionals, the Committee also heard from several groups that are often involved in ceremonies and who would like to see the development of national protocol procedures. These groups included the Royal Canadian Legion, funeral

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66 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1125.

67 *Ibid.*

68 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1st Session, May 8, 2012, 1135.

69 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1245.

70 *Evidence*, Committee, Meeting No. 28, 41st Parliament, 1st Session, May 3, 2012, 1215.

71 *Ibid.*, 1225.

72 *Ibid.*, 1240.

directors and venue managers, as well as police, firefighter and emergency medical services ceremonial units.

Mr. Cole, the mortuary affairs contractor, said that commemorations for those who have lost their lives in the line of duty “should be steeped in tradition and adhere to a national protocol that reflects our national heritage and is clearly identifiable as Canadian.”<sup>73</sup> He noted, however, that “...there are several directives or guides for the observance of appropriate protocol but no one single source from which we could derive the Canadian way of commemorating the loss of a uniformed person or dignitary, or celebrating their lifelong accomplishments.”<sup>74</sup> In a similar vein, Mr. Gillies of the National Alliance of Canadian Emergency Medical Services Honour Guards said that the development of national protocols would honour the efforts of Canadian Forces personnel and “renew a sense of pride and respect for and in Canada.”<sup>75</sup>

Several witnesses said that national protocol procedures would help ensure that ceremonies are performed in a respectful way. Mr. Goodings of the OFMO said: “I think it's extremely critical that we have a national protocol. It is extremely difficult when we're involved in a funeral, memorial, or anything like that, firstly, to meet the needs of the family and secondly, to do it right.” Mr. Kellock of the Canadian Police Ceremonial Units Association said that developing national protocol guidelines would institutionalize Canadian traditions and help avoid disparity, conflict and inconsistency.<sup>76</sup> At the same time, the need for flexibility was recognized. Robert Kirkpatrick, President of the Canadian Fallen Firefighters Foundation, agreed that while national protocols would be useful, “you have to have leeway in there for some local traditions.”<sup>77</sup> Likewise, Mr. Heiter of the Royal Canadian Legion, said: “It is essential such procedures provide for a proper way to plan and conduct commemorations and events while still allowing for flexibility and adaptability as the situation warrants.”<sup>78</sup>

An example of the need for proper procedures to be developed was given by Mr. Goodings, who said:

I recently attended a funeral for a fire chief in Ontario, just two weeks ago. I was the parade marshal for that, as part of the fire marshal's office. When we folded the flag, the 'alternative' Canadian way to fold the flag, which is square and not triangular, and we

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73 *Evidence*, Committee, Meeting No. 30, 41st Parliament, 1st Session, May 10, 2012, 1115.

74 *Ibid.*

75 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1st Session, May 8, 2012, 1220.

76 *Ibid.*, 1210.

77 *Ibid.*, 1235.

78 *Evidence*, Committee, Meeting No. 31, 41st Parliament, 1st Session, May 15, 2012, 1205.

presented it to the spouse, she said, 'You folded it wrong', because it wasn't in a triangle that she's used to seeing on TV.<sup>79</sup>

He went on to say the Department of Canadian Heritage website does not provide an official way to fold the flag.<sup>80</sup>

The role of protocol procedures in showing respect was summarized by Steven Clark, Director of the National Remembrance Day Ceremony for the Royal Canadian Legion, who said:

Respecting ... customs and traditions is paramount but so is achieving a positive result. That achievement is realized through expert advice and by following an established format that outlines correct or suggested procedures. It's natural for organizers to want to do things in an accepted way because nobody wants to offend. Uncertainties can be reduced by providing guidance.<sup>81</sup>

If national protocol procedures were to be developed, witnesses stressed the importance of consulting the various stakeholders involved with ceremonial protocol. Ms. Bourget pointed out it would be an enormous task: "It would be labour-intensive to put all this information together and try to distil what is useful for public consumption."<sup>82</sup> However, Mr. Gillies said that national protocol procedures could be, "easily crafted and implemented by seeking input from all stakeholders on various protocols in existence."<sup>83</sup>

In addition, consulting stakeholders who have experience with protocol might help identify situations in which protocols may be unworkable. For example, Mr. Cole described the difficulty of folding a nylon flag. Because of such practical considerations, he said that any guidelines "should be as a result of significant and extensive consultation and participation with stakeholders and experts such as funeral directors, clergy persons from all faiths, and those who have participated recently in ceremonies."<sup>84</sup> Indeed, a number of witnesses offered to help prepare national guidelines, including Messrs. MacAulay, Pollard, Haycock, MacLeod and Gillies.

Several witnesses said that the responsibility for developing national protocol procedures should lie with the Department of Canadian Heritage. Ms. Bourget pointed out that the Department is the lead federal department for national ceremonies.<sup>85</sup>

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79 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1st Session, May 8, 2012, 1240.

80 *Ibid.*

81 *Evidence*, Committee, Meeting No. 31, 41st Parliament, 1st Session, May 15, 2012, 1200.

82 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1140.

83 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1st Session, May 8, 2012, 1225.

84 *Evidence*, Committee, Meeting No. 30, 41st Parliament, 1st Session, May 10, 2012, 1120.

85 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1110.

Messrs. Gillies,<sup>86</sup> Kellock,<sup>87</sup> Haycock<sup>88</sup> and Head<sup>89</sup> felt that the Department should take the lead if national protocol procedures were to be developed. Mr. Cole, on the other hand, said that the information should be on the Department of National Defence's Directorate of History and Heritage website.<sup>90</sup>

#### 4.2 Possible Elements to Include in National Protocol Procedures

If national protocol procedures were to be developed, what might they include? Depending partly on their level of expertise, witnesses had different opinions about the level of detail that could be included. For some, a general framework outlining basic principles would be sufficient, while others called for the inclusion of more detailed protocols.

Among those who felt that setting out a framework would be best was Ms. O'Brien, who suggested "providing a framework that people can operate within ... [and providing] the principles you need to take into consideration."<sup>91</sup> In a similar vein, Mr. Haycock recommended providing "something that is perhaps scalable, something that provides the basics and at least gives them an opportunity to get started because often they simply don't know where to begin."<sup>92</sup>

Ms. Bowles said that "protocol information made available by the Department of Canadian Heritage on its website is helpful and informative," but suggested "that the current information be expanded to include guidelines for ceremonial events, such as funerals and lying-in-state ceremonies, events that require detailed protocol and must be executed within very stringent timelines."<sup>93</sup>

A more extensive manual was envisaged by Mr. MacAulay who said that it could be:

... a compilation of all the different areas that most protocol offices deal with. For example, ... the orders of address, how to send a letter to Buckingham Palace ... the order of flags at ceremonies and state funerals, and all that kind of stuff. It's a very good set of guidelines. They aren't hard and fast rules; they're really guidelines.<sup>94</sup>

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86 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1st Session, May 8, 2012, 1220.

87 *Ibid.*, 1255.

88 *Evidence*, Committee, Meeting No. 30, 41st Parliament, 1st Session, May 10, 2012, 1130.

89 *Ibid.*, 1225.

90 *Ibid.*, 1120.

91 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1245.

92 *Evidence*, Committee, Meeting No. 30, 41st Parliament, 1st Session, May 10, 2012, 1205.

93 *Evidence*, Committee, Meeting No. 28, 41st Parliament, 1st Session, May 3, 2012, 1205.

94 *Ibid.*, 1235.

Mr. MacAulay also said that, in order to avoid disagreements between jurisdictions, most provincial and territorial protocol officers would support the following order of precedence: “prime minister first, premier next, federal minister next, followed by provincial minister, and then member of Parliament, MLA, or member of the National Assembly, however they're referred to.”<sup>95</sup>

According to Mr. Gillies much of the work to develop protocol procedures has already been done. He pointed out:

There have been numerous protocols designed and made available for reference by key organizations across Canada ... so the groundwork is already in existence. A collection and vetting of these numerous documents would serve to form the groundwork for national protocols to be developed.<sup>96</sup>

For Mr. Kellock national protocol procedures should be quite extensive. He said:

... we need a comprehensive compendium of guidelines and suggestions on drill, dress, and ceremonial, reflecting the commonality and diversity of Canadians, something that can easily be accessed and used as a reference by individuals and organizations, and it should reflect our history, traditions, and legacy, but also look to the future and provide flexibility in its application.<sup>97</sup>

#### **4.3 Making National Protocol Procedures Available to Canadians**

Witnesses also discussed ways in which national protocol procedures could be made available to Canadians. As pointed out by Ms. Bourget, the Department's protocol Web site,<sup>98</sup> which already includes information and resources on protocol matters, could add further links to websites dealing with protocol procedures, such as those of the Department of National Defence, as they become available. She said: “I do think that through the web we have a wonderful opportunity to keep adapting content and providing that type of information.”<sup>99</sup> Indeed, LCol Beaudry said that the Department of National Defence would be making its protocol manuals available on the Internet in the near future.<sup>100</sup> However, Ms. Bourget cautioned:

We would need to give some thought to presentation and packaging, in the sense that if you're seeking something that is relevant for citizens as a guide, the optic for that is different from what it is for the professional who has to do the job.

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95 Ibid.

96 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1st Session, May 8, 2012, 1225.

97 Ibid., 1215.

98 See Department of Canadian Heritage, “Protocol for National Ceremonies,” <http://www.pch.gc.ca/pgm/ceem-cced/prtl/index-eng.cfm>.

99 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1130.

100 *Evidence*, Committee, Meeting No. 31, 41st Parliament, 1st Session, May 15, 2012, 1210.

We would need to determine the audience, the scope, the format, how we would make it accessible, and some really clear objectives of what we're trying to achieve with this.<sup>101</sup>

Mr. Gillies also talked about putting protocol documents on the Internet and said that they should be “made available in a complimentary, downloadable format from a centralized computer database.”<sup>102</sup> Brian McGarry of the Funeral Service Association of Canada said that he would like to see, “some sort of website ... that someone can go to immediately and get some base instructions to start the process [of planning a ceremony].”<sup>103</sup> Mr. Cole said that “having various options in point form ... would be perfect,”<sup>104</sup> and also said that the website should record “the historical significance, the origin, and the basis for the practice or tradition.”<sup>105</sup>

A number of witnesses agreed that “there is a need for some sort of central document, but not something that binds people too tightly.”<sup>106</sup> They included Messrs. Cole, Pollard, Head, Haycock, and Messrs. MacLeod, and McGarry and Ms. Sue Lasher of the Funeral Service Association of Canada.

In addition to making national protocol procedures accessible, Mr. Clark said that they would need to be accompanied by an awareness campaign:

Once developed, national protocol procedures become an education in communication activity. Without an awareness campaign and information flow, this resource would not be as effective as it could and should be. It is essential that individuals and organizations are provided with knowledge and guidance necessary to ensure ceremonies and other events are conducted in the most dignified manner possible.<sup>107</sup>

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101 *Evidence*, Committee, Meeting No. 27, 41st Parliament, 1st Session, May 1, 2012, 1140.

102 *Evidence*, Committee, Meeting No. 29, 41st Parliament, 1st Session, May 8, 2012, 1225.

103 *Evidence*, Committee, Meeting No. 30, 41st Parliament, 1st Session, May 10, 2012, 1150.

104 *Ibid.*, 1245.

105 *Ibid.*, 1120.

106 *Ibid.*, 1140.

107 *Evidence*, Committee, Meeting No. 31, 41st Parliament, 1st Session, May 15, 2012, 1205.



## **CHAPTER 5: RECOMMENDATIONS**

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- 1. The Committee recommends that the Department of Canadian Heritage develop a national protocol framework to assist provincial and municipal governments and community organizations plan ceremonies.**
- 2. The Committee recommends that this national protocol framework identify, where possible, Canadian protocol traditions for matters such as folding the national flag, official funerals, and lying-in-state ceremonies.**
- 3. The Committee recommends that in preparing a national protocol framework, the Department of Canadian Heritage consult a wide range of stakeholders and experts, including parliamentary officials, federal departments, provincial, territorial and municipal protocol offices, fire, police, and emergency medical services, funeral service directors, venue managers, Aboriginal organizations and multi-faith groups.**
- 4. The Committee recommends that the Department of Canadian Heritage consider preparing protocol scenarios that community organizations and provincial and municipal governments could consult when planning events such as official funerals and lying-in-state ceremonies.**
- 5. The Committee recommends that in consultation with provincial, territorial and municipal protocol offices, the Department of Canadian Heritage review the Table of Precedence for Canada with a view to clarifying its application throughout Canada.**
- 6. The Committee recommends that once a protocol framework has been developed, the Department of Canadian Heritage present a report on it to the Committee.**
- 7. The Committee recommends that the protocol framework be made available on the Department of Canadian Heritage website.**
- 8. The Committee recommends that once a protocol framework has been made available, the Department of Canadian Heritage conduct a national awareness campaign.**



## APPENDIX – LIST OF WITNESSES

Organisations and individuals	Date	Meeting
<p><b>Department of Canadian Heritage</b></p> <p>Nicole Bourget, Assistant Deputy Minister, Sport, Major Events and Regions</p> <p>Joel Girouard, Acting Director, State Ceremonial and Protocol Directorate</p> <p>Denis Racine, Executive Director, Major Events and Celebrations</p> <p><b>House of Commons</b></p> <p>Audrey O'Brien, Clerk of the House of Commons</p> <p><b>Parliament of Canada</b></p> <p>Eric Janse, Clerk Assistant and Director General, International and Interparliamentary Affairs</p> <p>Elizabeth Rody, Chief of Protocol and Director of Events, International and Interparliamentary Affairs</p>	2012/05/01	27
<p><b>City of Ottawa</b></p> <p>Cathy Bowles, Chief of Protocol</p> <p><b>Government of Manitoba</b></p> <p>Dwight MacAulay, Chief of Protocol, Executive Council</p> <p><b>Ministry of Intergovernmental Affairs of Ontario</b></p> <p>Mary Shenstone, Assistant Deputy Minister of International Relations and Chief of Protocol, Office of International Relations and Protocol</p>	2012/05/03	28
<p><b>Canada Border Services Agency</b></p> <p>Calvin Christiansen, Director General, Border Operations Centre and Major Events Directorate, Operations Branch</p> <p><b>Canadian Fallen Firefighters Foundation</b></p> <p>Robert Kirkpatrick, President</p> <p>John Sobey, Director</p> <p><b>Canadian Police Ceremonial Units Association</b></p> <p>Stewart Kellock, Chair</p> <p><b>Department of Foreign Affairs and International Trade</b></p> <p>Margaret Huber, Chief of Protocol of Canada</p> <p>Andrea Hudson, Deputy Director, Official Visits Division</p> <p>Charles E. Reeves, Associate Chief of Protocol and Director, Official Events Division</p>	2012/05/08	29

<b>National Alliance of Canadian Emergency Medical Services Honour Guards</b>	2012/05/08	29
Glen Gillies, Honour Guard Member, Toronto Emergency Medical Services Honour Guard		
<b>Office of the Fire Marshal of Ontario</b>		
Doug Goodings, Executive Coordinator of Certification and Accreditation, Ontario Fire College		
<b>As an individual</b>	2012/05/10	30
Allan Cole, Mortuary Affairs Contractor for Deployed Department of National Defence and Royal Canadian Mounted Police		
<b>Correctional Service of Canada</b>		
Don Head, Commissioner		
<b>Funeral Service Association of Canada</b>		
Sue Lasher, Vice-President		
Scott MacLeod, President		
Brian McGarry		
<b>Hotel Association of Canada</b>		
Tony Pollard, President		
<b>International Association of Venue Managers</b>		
Richard Haycock, General Manager		
<b>Department of National Defence</b>	2012/05/15	31
Lieutenant-Colonel Marcel Beaudry, Inspector of Canadian Forces Colours and Badges		
Major Guy Turpin, Directorate of History and Heritage 3		
Chief Warrant Officer Alain Grenier, Directorate of History and Heritage 3-2		
<b>Royal Canadian Legion</b>		
Steven Clark, Director, National Remembrance Day Ceremony		
Steven Heiter, Secretary, Dominion Ritual and Awards Committee		

# REQUEST FOR GOVERNMENT RESPONSE

Pursuant to Standing Order 109, the Committee requests that the government table a comprehensive response to this Report.

A copy of the relevant Minutes of Proceedings ([Meetings Nos. 27, 28, 29, 30, 31 and 41](#)) is tabled.

Respectfully submitted,

Hon. Rob Moore, M.P.

Chair



Dissenting Report of the Official Opposition on the study of National Protocol Procedures

As conducted by the Standing Committee on Canadian Heritage

The Standing Committee on Canadian Heritage undertook a study on National Protocol Procedures to examine the ways in which protocol is utilized in Federal institutions, Provincial institutions, public organizations, multi-faith and cultural groups, emergency services as well as funerals and hotels, and to evaluate the need and necessity to establish a national protocol framework

Hearings from witnesses across these sectors illustrated there is currently a mosaic of protocol procedures designed by and suited for the various needs of each sector, culture, and organization. The performances of protocol by these groups reflect their needs and are a reflection of the diversity of cultural expressions and traditions that coexist in Canada.

In response to questions regarding a national protocol framework, the vast majority of witnesses cited the importance of flexibility in executing protocol. This flexibility allows for internal application of procedures and protocols appropriate for their cultural and individual organizational needs. In circumstances regarding individuals, such as funerals, flexibility in protocol allows for the wishes of the families of the individual to be respected. Finally fluidity within protocol regimes ensures that they are able to respond to the changes in society over time.

Additionally serious concerns were raised by the witnesses about a national framework that would impose rigidity on their ceremonies. The representatives from these sectors made it clear that they, not the federal government or a federal department, are best suited to make decisions regarding their own protocol.

Regarding a specifically Canadian method of performing some acts within ceremonies involving protocol (such as folding the flag), there was some ambiguity amongst the witnesses as to whether or not such guidelines were already in existence and available to the public. Some expressed a desire for greater clarity and communication amongst groups and institutions which currently hold the expertise of protocol in Canada.

Members of the Standing Committee of the Official Opposition on Canadian Heritage are obligated to underscore that while the word 'flexibility' appears in various contexts throughout every section of the report, it is absent from the final recommendations. As such, and in light of witness testimony, the Official Opposition disagrees with the recommendation on establishing a national protocol framework. The allocation of funding for a national publicity campaign on a national protocol framework is not only unnecessary but utterly inappropriate during a time of government cuts to the department of Heritage and its programs.

However, the Official Opposition believes communication and sharing of best practices could be enhanced and as such, recommends:

1. That organizations and individuals who regularly employ practices of protocol, in various levels of formality, be commended for their exemplary work and unique expertise in delivering services that celebrate, commemorate and bestow honours on deserving Canadians.
2. That the Department of Canadian Heritage encourage those organizations involved in practices of protocol to communicate their systems of protocol and collaborate to collectively find solutions where and when question arise.
3. That the Department of Canadian Heritage make available the existing practices of protocol in a clear and accessible manner.