CANADA

162

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The Cabinet Committee on Social Development

Le comité du Cabinet chargé du développement social

Minutes

A meeting of the Cabinet Committee on Social Development was held in Room 323-S, House of Commons, on Wednesday, January 23, 1985, at 3:15 p.m.

Procès-verbal

Une réunion du comité du Cabinet chargé du développement social a eu lieu dans la pièce 323-S, Chambre des communes, le mercredi 23 janvier 1985 à 15h15.

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Present

The Minister of National Health and Welfare
(Mr. Epp)
in the Chair,
The Minister of Veterans Affairs
(Mr. Hees),
The Minister of Employment and Immigration
(Miss MacDonald),
The Deputy Prime Minister and President of the Privy Council for Canada
(Mr. Nielsen),
The Minister of Justice
(Mr. Crosbie),
The Solicitor General of Canada
(Mr. MacKay),
The President of the Treasury Board
(Mr. de Cotret),
The Minister of Finance
(Mr. Wilson),
The Minister of National Defence
(Mr. Coates),
The Minister of State (Multiculturalism)
(Mr. Murta),
The Minister of Labour
(Mr. McKnight),
The Secretary of State of Canada
(Mr. McLean),
The Minister of the Environment
(Mrs. Blais-Grenier),
The Minister of State (Youth)
(Mrs. Champagne),
The Minister of State (Mines)
(Mr. Layton),
The Minister of Communications
(Mr. Masse),
The Minister of State (Finance)
(Mrs. McDougall),
The Minister for External Relations
(Mrs. Vezina).

Also Present

Mr. P. Sicard
(Department of Veterans Affairs),
Mr. J. Fournier
(Department of Finance),

étaient présents

Le ministre de la Santé nationale et du Bien-être social
(M. Epp)
Président,
Le ministre des Affaires des anciens combattants
(M. Hees),
Le ministre de l'Emploi et de l'Immigration
(Mlle MacDonald),
Le vice-premier ministre et président du Conseil privé de la Reine pour le Canada
(M. Nielsen),
Le ministre de la Justice
(M. Crosbie),
Le solliciteur général du Canada
(M. MacKay),
Le président du Conseil du Trésor
(M. de Cotret),
Le ministre des Finances
(M. Wilson),
Le ministre de la Défense nationale
(M. Coates),
Le ministre d'État (Multiculturalisme)
(M. Murta),
Le ministre du Travail
(M. McKnight),
Le secrétaire d'État du Canada
(M. McLean),
Le ministre de l'Environnement
(Mme Blais-Grenier),
Le ministre d'État (Jeunesse)
(Mme Champagne),
Le ministre d'État (Mines)
(M. Layton),
Le ministre des Communications
(M. Masse),
Le ministre d'État (Finances)
(Mde McDougall),
Le ministre des Relations extérieures
(Mme Vézina).

étaient aussi présents

M. P. Sicard
(Ministère des Affaires des anciens combattants),
M. J. Fournier
(Ministère des Finances),

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Mr. M. Francino
(Treasury Board),
Mr. I. Shugart
Mr. D. Kirkwood
(Department of National Health and Welfare),
Mr. D. Bowie
Mr. D. Cameron
(Department of the Secretary of State), of Canada)
Mr. G. Lussier
Mr. J. Edwards
(Department of Employment and Immigration),
Mr. J. Tait
(Department of Justice),
Mr. L. Tousignant
(Department of Fisheries and Oceans),

(Prime Minister's Office).

Secretary

Ms. F. Sarrazin
(Privy Council Office).

Assistant Secretaries

Mr. P. Martel
Mrs. J. Falconer
Mrs. L. Elliot-Sherwood
Mr. N. St. Jacques
Mr. J. Ste. Marie
(Privy Council Office).

M. M. Francino
(Conseil du trésor),
M. I. Shugart
M. D. Kirkwood
(Ministère de la santé nationale et du Bien-être social),
M. D. Bowie
M. D. Cameron
(Ministère du secrétaire d'Etat du Canada),
M. G. Lussier
M. J. Edwards
(Ministère de l'Emploi et de l'Immigration),
M. J. Tait
(Ministère de la Justice),
M. L. Tousignant
(Ministère des Pêches et des Océans),

(Cabinet du Premier Ministre).

Secrétaire

Mde F. Sarrazin
(Bureau du Conseil privé).

Secrétaires adjoints

M. P. Martel
Mme J. Falconer
Mme L. Elliot-Sherwood
M. N. St. Jacques
M. J. Ste. Marie
(Bureau du Conseil privé).

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Japanese-Canadian Redress

Réparation à l'égard des Canadiens d'origine japonaise

In introducing his proposal, the Minister of State (Multiculturalism) made the following points:

1. the House Leaders would be consulting on the all-party Resolution which might possibly be introduced on January 29;

2. there had been some discussion with the Minister of State (House Leader) concerning the announcement of the proposed Foundation, which might be delayed until after the Resolution;

3. the proposed Foundation would have nine members, five of whom would initially be Japanese-Canadians;

4. a possible location for the proposed Foundation would be the University of Lethbridge;

5. three formal discussions had been held with the Japanese-Canadian community since the beginning of December as well as a number of informal consultations;

6. the Japanese-Canadian community is divided on the issue of compensation: some of the younger members favour individual compensation, which could cost the government at least $300M, while older members have reacted favourably to the concept of a Foundation which would serve all Canadians;

7. private contributions could be expected to add about $4M to the endowment fund for the Foundation;

8. the government is being heavily lobbied on this issue; and

9. a national meeting of the National Association of Japanese-Canadians (NAJC) will take place the first weekend in February.

During the discussion, Ministers made the following points:

1. there is some possibility that the NAJC will continue to push for individual compensation even if the creation of the Foundation is announced;

2. in the absence of any possibility of agreement with the NAJC on compensation, there may be advantages in moving forward with a definite and final government position at this time;

3. while the negative reaction of the NAJC will receive significant media attention, it is anticipated that there will be media support of the government's decision to provide only symbolic compensation;

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4. the creation of a Foundation will be supported by other ethnic groups;

5. [redacted]

6. allowing further discussions on compensation would simply allow greater opportunity for the more intransigent elements of the Japanese-Canadian community to mobilize;

7. there is a risk that a campaign against any form of compensation may be mounted by the Royal Canadian Legion if there is more delay;

8. the University of Lethbridge is considered a good location because a significant number of Japanese-Canadians settled in the area;

9. the U.S. government made a public apology to Japanese-Americans in 1976;

10. if there is no all-party agreement to the Resolution, the government should proceed unilaterally;

11. there would be no advantage to announcing the allocation of $6.2M rather than $6M for the creation of the Foundation.

The Committee agreed that:

1. the attached Resolution be presented to the House of Commons on January 29, 1985 as an all-party Resolution if possible or, if agreement with the other parties is not reached, as a Government Resolution;

2. to commemorate the Government's acknowledgement of such injustices on behalf of the people of Canada, a Foundation be established to pursue activities of social importance to the Japanese-Canadian community and to the public in general;

3. that $6 million be allocated to this Foundation from monies now set aside for the response to Equality Now!, and that this money be presented to the founding Board of Trustees by the Minister of State for Multiculturalism;

4. that the communications strategy include arrangements for favourable response to the Resolution and Foundation by members of the Japanese-Canadian Community and other ethnic minorities.

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Annex I

Japanese Canadian Redress

Réparation à l'égard des Canadiens d'origine japonaise

As a people, Canadians commit themselves to the creation of a society that ensures equality and justice for all, regardless of cultural or racial origin.

There have been times throughout the history of Canada when Canadians from minority cultural and racial communities have suffered injustice and discrimination. During and after the Second World War, Canadians of Japanese origin, the majority of whom were citizens, suffered unprecedented actions taken against their community.

"In retrospect, the forced removal, incarceration and sale of private property of Japanese-Canadians during World War II, as well as expulsion, deportation and restriction of movement which continued after the War, while lawful at the time, have been unjustly influenced by discriminatory attitudes. Japanese-Canadians who were interned had their property liquidated and the proceeds of sale used to pay for their own internment."

The acknowledgement of such injustices serves notice to all Canadians that the excesses of the past are condemned and that the principles of justice and equality in Canada are reaffirmed.

Therefore, be it now resolved that this House, on behalf of all Canadians, does hereby:

1. Acknowledge that the treatment of Japanese Canadians during and after World War II was unjust and violated principles of human rights as they are understood today;

2. Deeply regrets that Canadians from minority cultural and racial communities have suffered injustices and acts of discrimination; and

3. Pledges to ensure, to the full extent that its powers allow, that such events will not happen again; and

4. Recognizes, with great respect, the fortitude and determination of Japanese-Canadians who, despite great stress and hardship, retain their commitment and loyalty to Canada and who contribute so richly to the development of the Canadian nation.

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Labour Market Development Strategy

Stratégie de développement du marché du travail

The Committee had for consideration a memorandum from the Minister of Employment and Immigration (Cab. Doc. 14-85MC, dated January 18, 1985) requesting approval in principle for a new labour market strategy, funding for 1985-86 programs, including a proposal for a 1985 summer employment program for students.

In introducing this item for discussion the Minister of Employment and Immigration noted that:

1. the Cabinet decision on government priorities had requested the Minister of Employment and Immigration together with the Minister of Regional Industrial Expansion to enter into consultation with the provinces and the private sector on the development of a new labour market strategy and to report back to Cabinet in January 1985;

2. a reserve of $1 billion was provided for special priorities, with primary emphasis on measures to generate employment opportunities, including initiatives relating to aboriginal affairs; and

3. the main findings of the consultation process and the elements of the new labour market strategy are as presented in the attached copy of the slide presentation made by the Minister of Employment and Immigration.

During the course of discussion the following main points emerged:

1. the work of the program review task force and its private sector participation must not be undermined by Cabinet approval of future year programmings prior to reviewing the results of the task force;

2. the program review task force has identified six priority areas, including job creation and training;

3. the job creation and training group will review 65 programs in nine departments, comprising 8,810 person-years and expenditures of $17 billion in grants and contributions and $2 billion in revenue costs (tax expenditures);

4. the main thrusts of the study groups are to examine existing programs in terms of their benefits, their efficiency and effectiveness and overlap with other programs;

5. the summer employment program "Challenge '85" appears to meet the criteria set out in the Cabinet decision relating to the expenditure moratorium and should be approved;

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6. Cabinet should not consider the approval of other expenditures contained in the strategy until Cabinet has had a chance to review the report of the task force, expected in mid-March;

7. there is insufficient information presented in the strategy to convince Ministers that the programs contained in the new strategy are very different from existing employment programs;

8. Cabinet approval of the general statement of objectives for the new strategy should not undermine the private sector participation in the program review task force;

9. the Committee should not proceed with the request for multi-year funding of employment programs until more precise program details are available and their implications for the budgetary process are known;

10. the new strategy represents an imaginative and well coordinated approach in response to the Cabinet decision on government priorities;

11. there exists a Cabinet decision relating to an expenditure moratorium;

12. Economic Ministers have an interest in the development of a new labour market strategy and should be consulted prior to final Cabinet approval;

13. there is a need to fund 1984-85 expenditure commitments carried over into 1985-86;

14. the new labour market strategy is composed of a number of interdependent components which, if the strategy is to be approved piecemeal must be reassessed;

15. there was much discussion in Cabinet in the fall of 1984 on the need to consult and develop new strategies for job creation;

16. there are four distinct elements to consider in reviewing the new labour market strategy, namely, the overall philosophy, the summer employment program, past-year commitments and new expenditures prior to the next budget;

17. the strategy is based on private sector participation and as such does not take into account the different circumstances existing in different parts of the country;

18. in Newfoundland, the private sector is weak and attenuated and any employment strategy must include direct job creation programs, especially during the winter months;

19. the needs of the long-term unemployed must be taken into account when developing the new labour market strategy;

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20. in Newfoundland the labour market is characterized more by job shortages than by skills shortages;

21. the new labour market strategy proposal does not provide a regional breakdown of expenditures;

22. it is unclear how the new labour market strategy will lever additional program funds from both the provinces and the private sector without creating some disequilibrium at the expense of meeting the labour market needs of specific individuals;

23. the new labour market strategy must be flexible enough to meet a variety of individual needs;

24. the combined effect of the expenditure moratorium and the work of the program review task force may make it difficult for Ministers to take decisions;

25. there is little other private sector presence in most fishing communities in Canada;

26. employment in most fishing communities is seasonal and, unless direct job creation is available, unemployment will remain high;

27. there is a need to change the government's traditional approach of relying on short-term job creation in favour of initiatives aimed at creating permanent employment; however, such change must be phased-in;

28. the present government was elected to do something different in the area of job creation and continued reliance on short-term solutions will not be acceptable;

29. one of the best alternatives available to create permanent jobs is to work with the private sector;

30. while the program review task force may create restrictions on program development, the work of program development in departments may proceed in parallel with the work of the task force;

31. short-term job creation projects aimed at improving the infrastructure may lead to long-term employment opportunities;

32. the unemployment insurance syndrome cannot and should not be perpetuated and a mixture of employment initiatives, some having a short-term impact and others aiming at the long-term, may be necessary;

33. a four-year funding commitment is necessary if the new labour market strategy is to have a desirable impact on target groups;

34. the work of the program review task force must not hamper government progress elsewhere;

35. the new labour market strategy is innovative, financially sound since it incorporates a leverage factor, takes into account not only regional but

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individual disparities, and provides flexibility for development of programs designed to assist a variety of industrial sectors;

36. Ministers should agree on funding, on job targets and on the organization needed to support programs to be developed under the strategy as well as provide some guideline to the Minister on where to proceed from here;

37. the Prime Minister should make a major commitment to the development of job opportunities for Canadian workers at the First Ministers' Conference;

38. the report of the task force on job creation and training should be available on March 1, 1985;

39. the private sector approach to job creation will be well received in large urban centres such as Toronto;

40. there is an urgent need to convince caucus of the desirability of the new labour market strategy;

41. additional mechanisms must be identified in the new strategy to deal with the problem of regional disparities;

42. the strategy, as proposed, does not provide enough program details to permit the allocation of the Special Priority Reserve;

43. a statement on the strategy and an announcement of Challenge '85 should be sufficient to meet the Prime Minister's needs at the First Ministers' Conference;

44. the Prime Minister may wish to go further at the First Ministers' Conference and make a substantial financial commitment to the new strategy;

45. the funding level for Challenge '85 should be approved and a recommendation made that P&P may wish to consider a higher level of funding for that program which would be comparable to that available for the summer '84;

46. the new labour market strategy combines work experience with training to meet the labour market needs of industry;

47. there is a need to develop new strategies to meet the needs of a changing labour force;

48. the strategy proposed comprises six major strategic thrusts from which the development of programs will follow;

49. the focus of the new strategy is to assist the long-term unemployed, communities in decline, workers requiring new skills, and skills training for new technologies;

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50. communities with shallow labour markets will require proportionately higher allocations from the funds designed to assist the longer-term unemployed;

51. the underlying philosophy of the new strategy is to look at the basic ills of unemployment and determine how these can be treated;

52. the new strategy calls for a mix of programs to meet individual as well as regional needs;

53. the federal government must make some financial commitment to the new strategy if it is to ask the provinces to make similar funding commitments;

54. the long-term thrust of the strategy requires a multi-year financial commitment;

55. the financial input of the economic partners for job creation will increase the funding available for overall employment development;

56. the regional allocation of funds under the new strategy will be on a provincial rather than on a constituency basis;

57. programs under the new strategy would be subject to joint management with the provinces when there is joint funding; and

58. the $350 million provided for the long-term unemployed would be managed on a project basis.

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SLIDE 1

LESSONS FROM CONSULTATIONS

PROBLEMS WITH THE PAST

- PROGRAMS TOO CENTRALIZED, TOO CONFUSING
- INACCESSIBLE TO SMALL BUSINESS, NOT MARKET ORIENTED
- DESIGNED FOR TIMES OF SKILL SHORTAGES, NOT CONTINUING UNEMPLOYMENT.

CONSENSUS ON FUTURE

- TRAINING AND JOB CREATION NEEDED FOR ECONOMIC DEVELOPMENT, INDIVIDUAL OPPORTUNITY
- BOTH ORDERS OF GOVERNMENT AND PRIVATE SECTOR HAVE ROLE
- JOB SECURITY IS CONCERN OF CANADIANS
- 56% OF CANADIANS PREFER MORE JOB TRAINING TO HIGHER WAGES.

SLIDE 2

PRINCIPLES AGREED WITH PROVINCES

ECONOMIC ORIENTATION

RESPONSIVENESS AND FLEXIBILITY

REGIONAL AND LOCAL RESPONSIVENESS

SHARING RESPONSIBILITY

EQUAL ACCESS

SIMPLIFICATION

(SEE ANNEX 3 OF CABINET PAPER FOR DETAILS).

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SLIDE 3

A NEW APPROACH - THE KEY ELEMENTS

- HEAVIER ORIENTATION ON PRIVATE SECTOR, NO CONSTITUENCY BASIS
- LESS TRADITIONAL JOB CREATION, MORE INTEGRATION WITH TRAINING
- SIMPLIFICATION AND HARMONIZATION WITH PROVINCIAL PROGRAMS
- REGIONAL FLEXIBILITY IN PROGRAM MIX, WITH LOCAL DECISION-MAKING
- STABLE, LONG TERM FUNDING

SLIDE 4

CHANGING APPROACH FOR A CHANGING SOCIETY

PRINCIPAL THRUSTS	THEIR OBJECTIVES
SKILLS INVESTMENT	TO SUPPORT THE LIFE LONG LEARNING OF ALL WORKERS, ESPECIALLY THOSE VULNERABLE TO TECHNOLOGICAL CHANGE
JOB ENTRY	TO HELP YOUNG PEOPLE ENTER A CHANGING LABOUR MARKET AND TO HELP WOMEN RE-ENTER
LONG-TERM UNEMPLOYMENT	TO HELP THE LONG-TERM UNEMPLOYED, THROUGH EMPLOYMENT DEVELOPMENT PROJECTS UNDERTAKEN WITH PRIVATE SECTOR AND PROVINCES, RECOGNIZING REGIONAL DIFFERENCES
SKILL SHORTAGES	TO ENCOURAGE PEOPLE, THROUGH ENRICHED SUPPORT, TO TRAIN IN AREAS OF CRITICAL OCCUPATIONAL SHORTAGES
COMMUNITY FUTURES	TO ASSIST EMPLOYEES IN DECLINING COMMUNITIES THROUGH ENRICHED SUPPORT AND COMMUNITY ACTION
INNOVATION	TO SUPPORT NEW IDEAS, PILOTS, EXPERIMENTS (TIEM, MAGNA, COMMUNICATIONS TECHNOLOGY).

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SLIDE 5

CONSENSUS

- TRAINING, OF THE RIGHT SORT, IS THE CRITICAL ISSUE
- PRIVATE SECTOR THINKS APPROACH IS RIGHT
- PROVINCES ARE ENTHUSIASTIC AND WILL COOPERATE
- OPPORTUNITY FOR POSITIVE AND CONCRETE RESULTS FROM FMC

SLIDE 6

ISSUE ONE

ISSUE :

SHOULD CABINET APPROVE THE LONG TERM STRATEGY ?

CONSIDERATIONS :

- MAJOR REFORM WILL TAKE SEVERAL YEARS
- ACTION NEEDED NOW, IF MAJOR REFORM IS TO BE IN PLACE WELL BEFORE END OF MANDATE
- PROVINCES, PRIVATE SECTOR ALL AGREE ON STRATEGIC DIRECTIONS
- FIRST MINISTERS' CONFERENCE REPRESENTS OPPORTUNITY TO ANNOUNCE STRATEGY.

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SLIDE 7

ISSUE TWO

ISSUE :

WHETHER TO APPROVE $800M, OR MORE, TO IMPLEMENT THE NEW STRATEGY IN 1985-86.

CONSIDERATIONS :

- $800M IS NEEDED IN 1985/86 IN ORDER TO LAUNCH THE STRATEGY
- PROPOSAL FOUND IN ANNEX 1 OF CABINET PAPER
- DETAILS SUBJECT TO CHANGE PENDING FURTHER CONSULTATION WITH PROVINCES
- HOWEVER, PROPOSAL IS FIRM ENOUGH TO ANNOUNCE AT FMC
- EMPHASIS WILL BE ON JOINT PROGRAMS, JOB ENTRY AND INNOVATION
- LESS THAN $800M WILL UNDERMINE THE PROVINCIAL CONSENSUS

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SLIDE 8

ISSUE THREE

ISSUE :

WHAT ABOUT REMAINING $200M FROM BILLION

CONSIDERATIONS :

- THE BILLION HAS APPARENTLY SHRUNK TO $900M TO PAY OLD BILLS*
- COULD THESE COMMITMENTS BE COVERED IN SOME OTHER WAY TO AVOID EMBARRASSMENT ABOUT MISSING $100M ?
- IN ADDITION ANOTHER $100M IS UNALLOCATED.
- CANDIDATES FOR THIS $100M INCLUDE
  - ABORIGINALS
  - REFUNDABLE EMPLOYMENT TAX CREDIT
  - EMPLOYMENT DEVELOPMENT PROJECTS OF OTHER DEPARTMENTS

* SKILLS GROWTH FUND, SPECIAL EMPLOYMENT INITIATIVES, INDUSTRIAL ADJUSTMENT SERVICES, MODIFIED INDUSTRIAL LABOUR ADJUSTMENT PROGRAM, TRAINING ALLOWANCES AND DEPENDENT CARE ALLOWANCES.

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SLIDE 9

ISSUE FOUR

ISSUE :

WHETHER TO APPROVE THE PROGRAM DESIGN FOR A $140M REPLACEMENT FOR SUMMER CANADA.

PROPOSAL :

SEE ANNEX 2 OF CABINET PAPER FOR DETAILS

- PRIVATE SECTOR LEADERSHIP AND INITIATIVES	$ 1.3M
- INCENTIVES FOR CAREER EMPLOYMENT	$108.0M
- ENTREPRENEURIAL ASSISTANCE FOR STUDENTS	
- FEDERAL DEPARTMENTS AND AGENCIES - TREASURY BOARD/PYS - DND AND RCMP	$ 14.2M
- INNOVATIVE APPROACHES	$ 0.5M
- CEC'S FOR STUDENTS	$ 16.0M
	$140.0M

CONSIDERATIONS :

- JANUARY ANNOUNCEMENT IS LAST POSSIBLE DATE
- PROVINCES WILL SUPPORT THIS APPROACH
- $140M IS $60M LESS THAN IN SUMMER 1984, BUT TOTAL JOBS CREATED WILL NOT FALL, BECAUSE OF ANTICIPATED JOBS FROM PRIVATE SECTOR INITIATIVES.

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SLIDE 10

ISSUE FIVE

ISSUE :

WHETHER TO APPROVE MULTI-YEAR FUNDING

CONSIDERATIONS :

- LONG-TERM STRATEGY REQUIRES CONTINUING COMMITMENT TO FUNDING
- PROPOSAL CALLS FOR DECLINE IN FUNDING OVER PERIOD
- JOINT PROGRAMMING WITH THE PROVINCES REQUIRES STABILITY
- PRIVATE SECTOR REQUIRES STABLE FINANCIAL ENVIRONMENT
- TRAINING INSTITUTIONS NEED TO PLAN AHEAD

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SLIDE 11

CONCLUSION

WHAT IS DIFFERENT

- MORE JOBS AND TRAINING PLACES AT LESS COST
- COOPERATION WITH PROVINCES
- PRIVATE SECTOR ORIENTATION
- SIMPLE, FLEXIBLE PROGRAMS
- EMPHASIS ON TARGET GROUPS AND INDIVIDUALS
- INTEGRATION OF JOB CREATION AND TRAINING
- EMPHASIS ON INNOVATION
- LOCAL DECISION MAKING
- STABLE, BUT DECLINING FUNDING

NEXT STEPS

- FUNDAMENTAL REFORM IS POSSIBLE AND WOULD BE WELCOMED.
- THE FMC CAN LAUNCH THE NEW STRATEGY
- ALL MAIN ELEMENTS AND $800M CAN BE ANNOUNCED AT FMC

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The Committee agreed that:

1. the general philosophy, principles and objectives for a multi-year labour market development strategy, as set out in Annex I, be approved in principle and, subject to further necessary refinements, serve as the basis for further consultations and negotiations by the Minister of Employment and Immigration and lead to a Cabinet submission with respect to labour market programming for 1985-86;

2. in preparation for labour market programming for 1986-87, the Minister of Employment and Immigration be requested:

   (1) to submit proposals for new programs to Cabinet by autumn 1985,

   (2) to submit, jointly with the Ministers of Regional Industrial Expansion and Labour, a proposal for Community Futures and Adjustment programming to Cabinet in the spring 1985, and

   (3) to submit, as soon as feasible and jointly with the Minister of National Health and Welfare, a proposal to extend labour market programs to welfare recipients;

3. the federal-provincial statement of principles and strategy set out in Annex II be approved and used as a basis for the federal position on training at the First Ministers' Conference;

4. the sum of $100 million be set aside from the $1 billion Special Priority Reserve for commitments for which 1984-85 budgeted funds will lapse;

5. the sum of $125 million be set aside from the $1 billion Special Priority Reserve and added to the $15 million already available in the Treasury Board A-base to implement a 1985 summer employment program for students, to be named "Challenge '85", along the lines set out in Annex III;

6. Treasury Board be requested to consider the authorization of person-years to federal departments and approval of funding from existing departmental budgets, for the purpose of hiring students during the summer 1985; and

7. the Cabinet Committee on Priorities and Planning be requested to consider the desirability of increasing the funding for "Challenge '85", as proposed in paragraph 5 above, by $60 million so that total funding, at $200 million, would be comparable to that available for the 1984 Summer Canada Program.

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Annex I

OBJECTIVES AND PRINCIPLES OF FEDERAL STRATEGY

GENERAL PHILOSOPHY

The Government of Canada, along with the provinces and territories, the private sector and individual Canadians, has the twin objectives of fostering the conditions under which all Canadians can make as productive and satisfying a contribution to society as possible and of providing the economy with the skilled labour force needed to support growth and competitiveness.

The general rationale for skill and employment development, the principles governing programming and short and long-term strategies are set out in Annex II which forms an integral part of the federal strategy.

Within the national framework set out in Annex II, the role of the Government of Canada is based on:

1. recognition that the federal government is only one of the participants in a national approach to skill development and employment development;

2. a federal contribution to the national effort which is focussed on federal economic and other objectives and on those areas where the federal government can play an effective role;

3. flexibility and decentralized delivery of programs, in harmony with the efforts of the provinces and the private sector;

4. support directed to workers and potential workers (the unemployed and job entrants), either directly or via employers; and

5. respect of provincial responsibilities for education.

FEDERAL OBJECTIVES

The particular objectives of the Government of Canada within a total national effort are:

1. economic adjustment and growth with concentration on:

   (1) general labour market flexibility and adjustment by individual workers in anticipation of technological or labour market changes,

   (2) specific labour market adjustment in specific communities or industries facing special adjustment difficulties or opportunities,

   (3) training for priority occupations where skill shortages have been projected, and

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(4) support of entrepreneurship;

2. equity in employment opportunities with concentration on providing labour market activity that is meaningful in a particular region and that is designed to increase employability and earnings among:

(1) the longer-term unemployed, especially older workers displaced by technological change,

(2) young people and others entering the labour market for the first time,

(3) women, and

(4) designated special groups;

3. supporting innovation and encouraging complementary activity by others with concentration on:

(1) funding experiments and pilots in the areas of longer-term national priority related to training by the private sector, to more flexible training arrangements in the institutions like cooperative education and continuous in-take programs, to flexible working life adjustments and flexible workplace arrangements like child care that allow equitable labour market participation. A target of ten percent of the total labour market budget should be devoted to innovation by others,

(2) participating in the development and maintenance of consultative and coordinating bodies at the local, provincial and national levels, involving both orders of government, the private sector and community groups, and including the establishment of assessment teams to review the impact of programs, and

(3) providing labour market information and data that are a prerequisite to real cooperation and joint planning, with a target of three percent of the total labour market development budget to be devoted to assessing the needs of target groups and to monitoring the impact of programs.

STRATEGY

Consistent with these objectives and principles, the following strategy of change will be followed over the coming three years, to be fully in place by 1988-89:

1. a change in the nature of federal activities, emphasizing economic adjustment through the skill development of workers, generic skill development, the treatment of formal training and job creation as two points on a skill development and experience continuum, and more equitable participation of women;

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2. a change in the nature of federal decision-making, shifting to a private sector orientation, decentralization, joint programs with provinces and the private sector, support of innovation by others and flexibility in programming;

3. a radical simplification of programming with greater equity in income support of individuals and sharpened focus on federal objectives.

Annex II

A FEDERAL-PROVINCIAL APPROACH TO HUMAN RESOURCES DEVELOPMENT

PRINCIPLES

1. Economic Orientation

Training and employment initiatives should emphasize labour market flexibility, enhancement of productivity and facilitation of adjustment in support of economic development and growth. Particular attention should be focussed on small business and the support of entrepreneurship. The strategy requires increased flexibility, innovation and responsiveness of training institutions and mechanisms. Stable objectives and multi-year funding are necessary for program effectiveness.

2. Responsiveness and Flexibility

Programming should be responsive to technological and labour market changes and to the need for a mobile labour force. Innovative arrangements and experiments in industry and institutions should be encouraged. Consultation and coordination both at the local, provincial and national levels, involving both orders of government and the private sector, should be supported within the context of federal economic responsibilities and the provinces' and territories' responsibilities for training matters.

3. Sharing Responsibility

Training and retraining cannot be exclusively the responsibility of governments. Governments spending is constrained. All the beneficiaries of training must assume their full share of responsibility.

The respective responsibilities must be articulated and roles clearly outlined. The key role of government is to facilitate necessary skill development which others are unable to assume as their responsibility.

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4. Equal Access to Training/Employment

Training and employment must provide effective equal access to all. Special measures are required to ensure that women receive adequate training and have upward job mobility. Training tailored to the needs of disadvantaged groups is vital to effect equal access.

5. Simplification

Training and employment programs must be consolidated into meaningful categories for the long-term. Federal and provincial programs must be, to the greatest extent possible, complementary and administered to eliminate program competition and public confusion.

6. Regional and Local Responsiveness

Joint program elements must be selected and funded in a manner responsive to regional and local needs. Federal and provincial funding should be mutually complementary. The magnitude of the funds devoted to each of the approaches in a region and locality should be reviewed each year to determine whether adjustments are necessary within available funds.

LONG-TERM APPROACHES TO AREAS OF CONCERN

Within the framework of principles established there are a number of areas in which longer term policies and programs will be required.

1. Skills flexibility and adjustment of employed workers. This is support for the skill development of the existing work force to anticipate rapid technological and labour market change, in order to avoid layoffs and to facilitate adjustment. The governmental role may not be only one of direct financing, but also rather one of putting in place arrangements that allow employers and workers to exercise their own initiative in an equitable fashion in all parts of the country.

2. Community adjustment. This involves support of specific problems of economic adjustment through skill development and employment development in cooperation with industrial policy and with a strong community orientation. Support should be provided in communities facing adjustment difficulties and to attract new investment to these areas. Support would be established in the two orders of government through consultation.

3. Addressing potential specific skill shortages essentially through Federal/Provincial agreements such as those under the National Training Act.

4. Job Entry will be a continuing priority in this time period, including young people entering the labour market and women re-entering after a lengthy absence.

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5. Skill Development and Employment Development for the longer-term unemployed, including welfare recipients as well as those on unemployment insurance, will continue to be a high priority.

6. Innovation and Experimentation, support of labour market innovation and initiative by other participants in areas of longer-term national labour market priorities. This will be an important lever in helping firms and educational institutions respond to changing labour market and economic conditions.

Annex III

SUMMER STUDENT EMPLOYMENT PROGRAMMING - CHALLENGE '85

($140 million - $125 million new, $15 million available)

OBJECTIVE

Through administrative and financial sharing with political, economic and social partners, to provide learning and career-related experience to young people moving through the educational system.

FEATURES

1. Private Sector Leadership and Initiatives ($1.3 million)

A major initiating effort will be made this year to stimulate leading corporations and business organizations to undertake a campaign for the promotion of student summer jobs. This will involve a United Way approach to obtaining commitments for the provision of student jobs and reflects a similar and successful initiative developed by the private sector in New York City. Approaches will be made by the Minister to Chief Executive Officers of major corporations as well as to business associations such as the Chamber of Commerce. Members of Parliament will be solicited for support and involvement at the local level. While the success of this initiative will be highly dependent upon the private sector, the federal government can play a substantial catalytic role, including the approaches mentioned above, funding an increase in the supporting 'Hire-a-Student' advertising and provision for funding appropriate organizational expenses. A major initiating effort for 1985 will result in a greater impact in the form of a national campaign in 1986.

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2. Incentives for Career Employment ($108 million)*

Financial incentives in the form of wage subsidies will stimulate the provision of incremental, career development opportunities for students. It is proposed that first priority be given to assignments involving:

> Career/Study Related Experience and Training. The private, municipal and non-profit sectors will be challenged to create additional openings for in-school youth to work at specific career-related tasks, clearly linked with their course of studies and/or career plans. Opportunities will be provide for secondary students enrolled in vocational steams as well as for post-secondary students. Career/study related proposals will be processed on a 'first come, first serve' basis.

Second priority will be given to assignments involving:

> Practical Work Experience and Learning; these assignments would not be as clearly career/learning oriented.

Proposed maximum federal assistance rates are as follows:

	Wages	Benefits	Other Costs
Private Sector	50% (maximum $3.00/hr)	Nil	Nil
Municipal	75% of prov. min. wage	75%	Nil
Non-Profit	100% of prov. min. wage	100%	$20/work-week

3. Entrepreneurial Assistance (up to $30 million loans; up to $7.5 million actual cost)

The potential inherent in students who have entrepreneurial ideas and who could create their own jobs over the summer will be developed by an element to provide them with loans and/or loan guarantees. This will be based on and, where appropriate, meshed with the successful use of this approach in a number of provinces.

This element would be developed in collaboration with the Department of Regional and Industrial Expansion.

4. Career-Related Student Employment and Training in Federal Departments and Agencies

The federal government as a corporate employer can lead by example in adopting measures to ensure that as many students as possible are hired by departments and agencies into career-related jobs this summer. Treasury Board could consider

* The $108 million will be reduced by the actual cost of the Entrepreneurial Assistance element.

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providing person-years to departments and agencies to challenge and assist them in using their existing financial budgets to meet previous years' levels of career-related summer jobs for students.

Other federal measures for students include the Cadet and Reserve Training Programs (at $13.0 million), which are operated by the Department of National Defence and which provide students with training and work experience in a monitored environment under responsible leadership; and the RCMP's Supernumerary Special Constable Program (at $1.2 million), which hires students as special peace officers and provides training and experience in law enforcement. These programs have traditionally been funded as part of the federal summer student initiatives and supplemented by the sponsoring departments. It is proposed that this approach be continued.

5. Piloting of Innovative Approaches to Work Experience ($0.5 million)

The above features do not address the needs of high school students who are disadvantaged or potential dropouts and who could benefit from a supervised, developmental environment over the summer. The package should, therefore, include a new initiative to enable community and business resources to be focussed on this target segment. There could be considerable variation in the way in which communities or businesses organize in order to meet local needs.

A number of Work Experience Development Units could be implemented this year on a pilot basis, (one or possibly two in each Region). In future years, this feature could play a major role in providing a valuable summer learning experience to that group of students most likely to become the future unemployed.

6. Canada Employment Centres for Students ($16.0 million)

IMPACT

At $140 million, this will provide approximately 60,000 student jobs. If departments and agencies respond to the challenge and create a further 5,000 career-related student jobs within their own financial budgets, and if the private sector mobilizes itself to create additional student jobs, then the net effect of the 1985 initiatives could compare favourably with the 1984 level of 85,000 student jobs.

HARMONIZATION WITH PROVINCIAL PROGRAMS

Every effort will be made to harmonize these initiatives with provincial programs. In cases where full harmonization cannot be achieved in the time available this year, this goal will continue to be pursued for next year and future years.

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Discussion Paper on Equality Rights

Document de travail sur les droits à l'égalité

Le comité a étudié un mémoire soumis par le ministre de la Justice (Doc. Cab. 11-85MC, en date du 14 janvier 1985) visant à autoriser le ministre de la Justice à rendre public un document de travail sur les droits à l'égalité, à déposer le document devant le Parlement en même temps que le projet de loi portant sur des modifications aux lois fédérales en raison de la Charte et à confier l'étude de ce document au comité parlementaire compétent.

Le ministre de la Justice a présenté son mémoire en faisant ressortir les points suivants:

1. l'article 15 de la Charte sur les droits à l'égalité entre en vigueur le 17 avril 1985 et il y a lieu de consulter la population canadienne pour obtenir ses vues sur une foule de sujets qui la touchent directement, tels que, la retraite obligatoire et les distinctions fondées sur le sexe;

2. le document de travail sera déposé en même temps que le projet de loi sur la Charte et porté à l'attention d'un comité parlementaire de la Chambre des communes qui consultera la population canadienne relativement aux questions exposées dans le document;

3. il est possible que le document soit critiqué parce qu'il ne couvre pas assez de sujets mais, étant donné que plusieurs des sujets non mentionnés sont devant les tribunaux, ils ne peuvent faire l'objet d'une étude parlementaire; et

4. la coordination interministérielle sera très importante au cours de l'étude entreprise par le comité parlementaire.

Au cours de la discussion, les points suivants furent soulevés:

1. la question avait déjà été étudiée par le comité du Cabinet chargé du développement social dans le contexte du projet de loi pour rendre les lois fédérales conformes à la Charte et le ministère de la Défense nationale était en complet accord avec la mesure proposée;

2. on devra éviter de faire double emploi avec le travail des comités parlementaires existants: à titre d'exemple, toutes les questions visant la Loi électorale devraient être examinées par le Comité sur les élections et les privilèges de la Chambre plutôt que par le comité qui sera chargé d'étudier le document d'étude; la Chambre même pourrait décider s'il y a double emploi ou non et déterminer quelle procédure suivre si c'était le cas; et

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3. ce serait probablement les mêmes groupes qui feraient des représentations auprès du nouveau comité parlementaire. Il faudrait songer à les aider financièrement, surtout les groupes féminins. La question du financement de groupes serait examinée l'année prochaine.

The Committee agreed that:

1. the release of a public discussion paper on equality rights substantially in accordance with the text annexed to 11-85MC be approved;

2. the discussion paper be tabled in Parliament at the same time as the Bill on other Charter-related amendments to federal laws is introduced;

3. the discussion paper be referred to an appropriate Parliamentary Committee, to be determined by the Government House Leader, the Government Leader in the Senate and the Minister of Justice; and

4. Ministers responsible for the administration of legislation that is discussed in the discussion paper provide the requisite support and assistance to the Minister of Justice during consideration of the legislation in the Parliamentary Committee.

Assistance to Veterans/ War Disability Pension Legislation

Aide aux anciens combattants/ Législation sur les pensions d'invalidité

The Committee had for consideration a memorandum from the Minister of Veterans Affairs (Cab. Doc. 18-85MC, dated January 18, 1985) proposing amendments to the Pension Act.

In introducing this item for discussion the Minister of Veterans Affairs noted that:

1. there are five main amendments proposed. The first would increase the basic pension rate by the increase in the CPI or to the Average Composite Wage of representative groups of public servants, whichever is the greater. This is a change that veterans have been requesting for many years and which would benefit 51,000 pensioners and 90,000 widows. The second would remove the shock of a suddenly reduced income when the pensioner or his spouse dies, by extending the pension at the married rate for one year. This would benefit about 6,000 widows and a few widowers. The third would extend the payment, for one year, of the Exceptional Incapacity Allowance and the Attendance Allowance to the survivor, following the recipient pensioner's death. The fourth would

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permit appointment of up to four supernumeraries to the Pension Review Board for temporary periods, to help speed up the process and eliminate an eight-month backlog. The fifth would allow pension entitlement boards to consist of either two or three commissioners, and permit the processing of up to one-third more cases each year.

During the course of discussion the following main points emerged:

1. this legislation has been called for by the Prime Minister and the House Leader. In addition, its main provisions were included in the Financial Statement of November 8, 1984 and $22 million was set aside for it by the Minister of Finance. Therefore, the government is committed to proceeding with the proposal;

2. if the government were to pass this legislation improving the indexing of veterans' disability pensions, and subsequently the government were to decide to cap the indexation of all social benefits, it would look inconsistent and find itself in a difficult situation. The Minister of Finance is considering the capping of indexing as a possible deficit reduction measure, but he has not yet made a decision;

3. Veterans have been promised this change in the indexing provision and the government should carry out its promise. If later on there is an across-the-board capping of indexing, veterans will understand and will accept the need to share the sacrifice with other Canadians. The communications difficulty will not be as insurmountable as it would be if the government did not go ahead now with measures to fulfil a campaign promise to veterans;

4. the communications plan should give more stress to the benefits this proposal provides to women;

5. in drafting the amendments care must be taken to ensure that "living together" is defined in a way which does not deny benefits to survivors who were separated involuntarily for reasons beyond their control;

6. this proposal could have an impact on pension reform, but it should not be delayed until a decision is reached on that much larger issue;

7. because the disability pension is special, there may turn out to be a way of preventing its erosion, even if it should later become subject to indexation capping.

The Committee agreed that:

1. the Legislation Section of the Department of Justice be authorized to draft on a urgent basis, in consultation with Veterans Affairs (Canadian Pension Commission), amendments to the Pension Act for early introduction during the current session

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of Parliament in accordance with the priorities established by the Cabinet Committee on Legislation and House Planning, to:

(1) increase the basic rate of disability pension effective January 1st of each year to reflect parity with the Average Composite Wage, after tax, of selected categories of unskilled public servants or the increase in the Consumer Price Index, whichever is greater, as calculated on September 30th of each year. The effective date of the amendment would be September 30, 1984, with the first adjustment of the basic rate to take effect on the first day of the month, one full month after the date of Royal Assent, with all subsequent adjustments to take effect on the first day of January of each year,

(2) (a) continue to pay for a full year to a surviving spouse, living with the member of the forces at the time of death, the greater of pension at the rate payable at the time of the pensioner's death, or the normal surviving spouse's pension. This provision would become effective on the date of Royal Assent,

(b) continue to pay, except where an award is payable under Subsection 25(9), to a member of the forces, upon the death of the spouse living with him/her and in respect of whom pension at the married rate was in payment at death, pension at the married rate for one year from the death of that spouse, subject to cessation should the member remarry within that one-year period. This provision would become effective on the date of Royal Assent,

(3) continue to pay for a full year to a surviving spouse, or if none, equally to a child or children otherwise pensionable, living with the member of the forces at the time of death, Exceptional Incapacity Allowance at the rate payable at the time of the pensioner's death. This provision would become effective on the date of Royal Assent,

(4) continue to pay for a full year to a surviving spouse, or if none, equally to a child or children otherwise pensionable, living with the member of the forces at the time of death, Attendance Allowance at the rate payable at the time of the pensioner's death. This provision would become effective on the date of Royal Assent,

(5) provide in Section 75 for the appointment, by the Minister, of up to four (4) supernumerary members to the Pension Review Board as required,

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(6) provide that for the purposes of Subsection 25(9), (10) and (11), a child ceases to be a "minor child" on the last day of the month in which the child reaches the age of 17 years,

(7) permit in Section 24 the payment to widows already in receipt of a compassionate award who qualify for a proportionate pension, the greater of the compassionate award or the proportionate widows pension,

(8) provide specifically in Section 74 that an Entitlement Board and an Assessment Board may adjudicate on the basis of the content of the Statement of Case,

(9) provide in Section 67 for the payment of the cost of the attendance of pensioners and witnesses at Assessment Board hearings,

(10) provide in Section 71 that the Chairman of the Canadian Pension Commission shall designate either two or three members of the Commission, in his discretion, to be an Entitlement Board to hear the applicant's case, and in the event of a split decision on a two member Board, the award shall be granted, with a corresponding rule on split decisions to be included in Section 67 with respect to amount of awards; and

2. the additional funds required to implement these proposals be approved as follows:

	1984/85 (1 month) $000	1985/86 $000	1986/87 $000	1987/88 $000	1988/89 $000	
Grants (Net)	200	11,000	14,200	15,300	15,800	(Ongoing)
Operating	-	1,350	1,400	1,400	1,400	
Person Years	-	32.5	37.5	37.5	37.5	

their release to be subject to verification by the Treasury Board Secretariat.

Official Languages in Education

Langues officielles dans l'enseignement

Le comité a étudié un mémoire soumis par le Secrétaire d'État (Doc. Cab. 8-85MC, en date du 17 janvier 1985) visant à l'autoriser à signer avec le Conseil des ministres de l'Éducation du Canada, la prolongation du protocole d'ententes relatives aux langues officielles dans l'enseignement pour une durée de deux ans, 1986-87 et 1987-88, et à augmenter le

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niveau de financement de base de 1985-86 ($209.9 millions) de trois pour cent chaque année par rapport à l'année précédente.

Le Secrétaire d'État a présenté son mémoire en faisant ressortir les points suivants:

1. le programme est en vigueur depuis 1970, le nouveau protocole a été signé en 1983 pour une période de trois ans et les provinces demandent une prolongation; il serait souhaitable d'acquiescer à cette demande pour démontrer l'engagement du gouvernement fédéral face aux langues officielles et donner suite au Discours du trône; si on refuse la prolongation, d'autres dossiers, par exemple l'éducation post-secondaire, peuvent en souffrir et devenir un obstacle aux bonnes relations fédérales-provinciales; et

2. une hausse de trois pour cent n'est pas suffisante et démontre un engagement plus faible que celui de l'ancienne administration; il est inutile d'alarmer les provinces pour si peu d'argent; une prolongation avec augmentation du financement comparable au taux de l'inflation répondrait à leurs soucis.

Au cours de la discussion, les points suivants furent soulevés:

1. une hausse supérieure à trois pour cent constitue un amendement à la proposition initiale. Toute augmentation inférieure au taux de l'inflation alarmerait les provinces. Par contre, adopter le taux de l'inflation comme point de référence risque d'engager le gouvernement sur une voie dangereuse alors qu'on s'apprête à examiner l'année prochaine la question des transferts fédéraux. Plusieurs gouvernements provinciaux ont fait savoir aux conseils scolaires de leurs provinces qu'ils ne recevraient aucune augmentation de fonds pour l'année en cours;

2. la durée du programme devrait être déterminée dans un an seulement pour prendre le temps de négocier à nouveau une entente sans créer de précédent; et

3. il faut prendre soin de ne pas commettre les fonds de la Réserve sans tenir compte des besoins des autres ministères. Si les conclusions du mémoire sont acceptées, on engage vingt-deux pour cent des disponibilités financières de l'année prochaine.

The Committee agreed that:

1. the Secretary of State be authorized to sign with the Council of Ministers of Education, Canada (CMEC) a two-year extension, for 1986-87 and 1987-88, of the Protocol and to extend the bilateral agreements with the provinces and territories;

2. the Secretary of State be authorized to announce, to the provinces and territories and publicly, the extension of the Protocol and agreements and the level of funding; and

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3. the following financial resources be made available to support the above initiatives:

	(in millions $)		
	1985-86	1986-87	1987-88
-Base funding	$209.9	$209.9	$209.9
-From the Social Development Policy Reserve	---	$ 6.3	$ 6.3
-TOTAL	$209.9	$216.2	$216.2

Secretary,
F. Sarrazin,
Secrétaire.

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