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No. 65-65Copy No. 25CABINET MINUTES

A meeting of the Cabinet was held in the Privy Council Chamber, on Friday, July 23rd, 1965, at 10:30 a.m.

Present:

The Prime Minister
(Mr. Pearson) in the Chair,
The Minister of Transport
(Mr. Pickersgill),
The Minister of National Defence
(Mr. Hellyer),
The Minister of Finance
(Mr. Gordon),
The Minister of Public Works
(Mr. McIlraith),
The Minister of Northern Affairs
and National Resources
(Mr. Laing),
The Secretary of State
(Mr. Lamontagne),
The Minister of Justice
(Mr. Cardin),
The Minister of Labour
(Mr. MacEachen),
The Minister of Mines and Technical
Surveys
(Mr. MacNaught),

The Minister of National Health and
Welfare
(Miss LaMarsh),
The Minister of Industry, Minister
of Defence Production and Acting
Secretary of State for External
Affairs
(Mr. Drury),
The President of the Queen's Privy
Council
(Mr. Favreau),
The Minister of Agriculture
(Mr. Hays),
The Postmaster General
(Mr. Tremblay),
The Leader of the Government in the
Senate and Minister without
Portfolio
(Senator Connolly),
The Minister of National Revenue
(Mr. Benson),
The Associate Minister of National
Defence
(Mr. Cadieux),
The Solicitor General
(Mr. Pennell),
The Minister without Portfolio
(Mr. Pepin).

The Secretary to the Cabinet
(Mr. Robertson),
The Assistant Secretaries to the Cabinet
(Mr. Stoner),
(Mr. Loughead).

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Federal-Provincial Conference
(Previous reference July 22)

The Cabinet noted the Prime Minister's comments that the Federal-Provincial meeting of Premiers had been successful and that the attention of the Government should now be directed towards the meeting, in the Autumn, of Federal and Provincial Health Ministers.

Off-Shore Mineral Rights
(Previous reference July 22)

The Minister of Northern Affairs and National Resources said he was worried about the interpretation which the press had placed on the Prime Minister's remarks to the Conference about his willingness to initiate discussions with the provinces while the reference on off-shore mineral rights was under way in the Supreme Court.

The Prime Minister said that his comments were designed to make it clear that the Government's basic position remained unchanged, i.e., there must be a decision from the Court regarding jurisdiction before any firm negotiations can be undertaken with the provinces. On the other hand, it would be quite unfeasible for the Federal Government to decline to enter into preliminary discussions with the provinces on certain aspects before the Court had rendered its decision.

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During the discussion the following points emerged:

(a) Great care would be required in any discussions to ensure that the Government's policy vis-a-vis international negotiations on territorial waters particularly with the United States, was not prejudiced. It was important that the provinces should understand fully the international implications.

(b) A reference or references to cover the East Coast should be submitted to the Court as soon as possible.

(c) Some Ministers expressed concern that a statement in Parliament had implied that Canada was applying the 1959 Convention on the Continental Shelf to the Gulf of St. Lawrence. It was important to ensure that the Gulf of St. Lawrence, the Bay of Fundy and a number of other internal waters were not referred to in a way that implied that the Convention was the basis of our right to mineral resources under them.

(d) A background memorandum should be prepared to assist Ministers in replying to questions regarding this issue.

There was some discussion of the procedure for handling, within the Federal Government, future applications for exploration in submerged lands to which provinces might lay claim. Most Ministers felt that great care should be exercised where there was a possibility that parallel permits might be issued by the provinces and that wherever possible the matter should be discussed with the provinces well in advance. It was also suggested that the Prime Minister should be consulted before new federal permits were actually issued. It was important that full account should be taken of political implications which might arise from the issuance of federal licenses.

The Cabinet noted the remarks of the Prime Minister and other Ministers with respect to the discussion at the Federal-Provincial Conference of off-shore mineral rights and agreed:

(a) that a reference covering the eastern coasts should be submitted to the Supreme Court as soon as possible; and

(b) that there should be consultation with the provinces wherever necessary with respect to future applications to the Federal Government for licenses; and the Prime Minister should be consulted before any licenses affecting provincial claims were issued.

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Pakistan Consortium

The Prime Minister said that he had received the Charge d'Affaires of the Pakistan High Commission that day who made representations about the delay in the date of the meeting of the Pakistan Consortium. The meeting of the Consortium, which is a body of countries providing aid to Pakistan had been delayed at the request of the United States and this was being represented in Washington and by Pakistan as a move to indicate censure of Pakistan's increasingly close relations with Communist China. This had important political implications and there were rumours that Pakistan might go so far as to leave the Commonwealth. He wished to have a full report from the Department of External Affairs immediately.

The Cabinet noted the comments of the Prime Minister with respect to the delay in the meeting of the Pakistan Consortium and that a full report on it was to be made to him by the Department of External Affairs.

Postal Strike

(Previous reference July 22)

The Postmaster General said the postal strike was spreading in Ontario and Quebec and that further measures would have to be adopted if even minimal postal services were to be retained in the affected areas. There was virtually no control over postal services in Toronto, Vancouver and Montreal. Further embargoes on other than first class mail would be required together with recruitment of casual workers.

During the discussion of physical conditions in and around post offices in the affected areas the following points emerged:

(a) An injunction had been obtained in Montreal which limited the size of picket lines to ensure access to post offices for both employees and the public. No injunction had yet been sought in Toronto but the situation there was confused. A report was still being awaited from Vancouver.

(b) The full co-operation of police in affected areas, particularly in Montreal, would be required.

(c) The Deputy Postmaster General was pessimistic that, even if the Government took more stringent emergency measures, there could be any assurance that mail could move.

The Minister of National Revenue said that the Montreal union had stated publicly that it would not be bound by the decision of the national union. A national meeting was planned for Monday at which presumably

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representatives of the Montreal union would be present. Several Ministers said it would be important to establish some effective contact with the militant faction of the strikers. If no settlement was achieved by the middle of the following week, the Government would need either to move in the Army to maintain services or to re-assemble Parliament to force employees back to work.

The Prime Minister said that public pressure in favour of the strikers would build up as time went on. While it would be possible to break the strike over the period of several weeks so much damage would be involved that this would not be a practicable course of action. Most Ministers agreed with this view.

The Minister of Labour also said that a lengthy postal strike would aggravate further an already troubled labour situation in the country.

The Minister of National Revenue further reported that Judge J.C. Anderson of Belleville had been appointed as a Commissioner to determine whether increases for Class "D" employees were fair and reasonable. In discussing Judge Anderson's functions the following points arose:

(a) Several Ministers felt it was important that his findings should be announced within a few days.

(b) The Minister of Labour suggested that Judge Anderson should himself make contact immediately with the militant striking factions and try to persuade them to return to work.

(c) Judge Anderson should be prevailed upon to come to Ottawa as quickly as possible.

(d) Some Ministers suggested that, in addition to making available all the background material regarding the pay increases, the Government might submit to Judge Anderson a further proposal involving a pay differential for certain workers.

The Minister of National Revenue reported on the financial consequences of providing further increases. To give every employee earning less than \$5,500 a year an increase of \$200 per year would cost the Government \$30 million annually. If it was decided to provide a further increase it should, however, not be retroactive as in the earlier increase. If the increase were limited to postal workers the additional cost would be \$1.5 million annually for each \$60 incremental increase. This figure would rise to \$3 million if all Group "D" employees were included; and to \$9 million if all comparable groups were included. These estimates of additional cost did not include the Government's share of superannuation.

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In discussing possible alternative arrangements for salaries for postal workers these points emerged:

(a) A case could be made for treating these employees as prevailing rate employees, although this had been traditionally opposed by the employees themselves.

(b) Some Ministers suggested regional pay rates might be established or at least a differential should be established in areas with high costs of living. Other Ministers said that this would give rise to very difficult administrative and political problems.

(c) One Minister suggested that the problem could be resolved if postal employees were placed in a different category for classification by the Pay Research Bureau.

The Minister of National Revenue said the Ministerial Committee had given further consideration to how the Government's position should be presented. Some consideration had been given to a detailed statement of the Government's position which could be placed in newspapers as a paid advertisement. Most Ministers said that they did not think this was a good idea; such a step would suggest that the Government was prepared to fight the strike indefinitely; moreover, if the Government took a strong public position it would be difficult to make concessions at a later stage.

Mr. Benson circulated a draft statement for the Prime Minister's use with the press that morning. In the discussion of the statement these points emerged:

(a) It was important that the statement should highlight the appointment of the Commissioner as a constructive step by the Government.

(b) The statement should include an appeal for the strikers to return to work.

(c) The statement should indicate that the Government would act on the report of the Commissioner as soon as possible.

(d) The statement should further indicate that the Government was taking all steps available to it to ensure the maintenance of, at least, minimal postal services.

(e) The Solicitor General suggested that the statement should be factual and brief and outlined the main points which he thought should be included in the statement.

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The Prime Minister left the room to meet with the press and on his return reported that he had spoken along the following lines:

(a) Judge Anderson had been appointed Commissioner to review the increases and he was expected in Ottawa immediately to begin his work.

(b) The Government hoped that the Anderson Report would be available quickly, and for its part it was prepared to act quickly on any findings.

(c) In the meantime he had appealed to striking employees to return to work immediately.

The Cabinet:

(a) agreed that Judge J.C. Anderson of Belleville be appointed Commissioner under Part I of the Inquiries Act, to review the salary increases for Group "D" employees to report whether they were fair and reasonable;

(b) approved the text of the statement which the Prime Minister made to the press later that morning; and

(c) noted the report of Ministers constituting the Special Ministerial Committee set up to deal with the strike and that a further report would be made available to the Cabinet not later than Monday.

An order in council in respect of (a) was passed; (P.C. 1965-1350 of July 23rd).

Development Assistance - Geographical
Distribution Of Aid Funds,
1965-66

The Cabinet had for consideration a memorandum from the Acting Secretary of State for External Affairs concerning approval for planning purposes of the levels of assistance proposed under Aid Funds for the fiscal year 1965-66, a contribution to the United Nations Civilian Fund for the Congo and a supplementary appropriation for the International Food Aid Program for 1965-66 (Cab. Doc. 399/65, July 9).

Mr. Drury as Acting Secretary of State for External Affairs recalled that the government had announced its intention to progressively increase the Food Aid program to an annual level of \$40 million. Since the preparation of the main estimates for 1965-66 additional requests for food assistance had been received from various countries including India and Ceylon. To meet these new requests an additional amount of \$5 million would be required. It was proposed this year that planning allocations be made to a more limited number of countries where it was intended Canada should make a sustained effort to mount a substantial development loan program.

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While generally development loans would not be less favourable to Canada than those of the International Development Association (50 year maturity, non-interest bearing, 10 years grace and 3/4 of 1 per cent service charge), some countries might be able to meet harder terms and further consideration was to be given to this matter.

Food loan allocations proposed were generally the same as for 1964-65, except for India and Ceylon. No allocation for Indonesia was envisaged at this time. A contingency item would be available to meet, with Ministerial approval, additional requests for food aid. A new allocation was included for 1965-66 for the shipment of dried fish to meet the food needs resulting from the disturbed conditions in the Dominican Republic.

Development loans for India were planned at the same level as for 1964-65. Loans for Pakistan were proposed at a slightly higher level but not out of line with the total available to India. Modest increases were proposed for a number of countries in South East Asia, except for Indonesia, where the allocation would only meet existing technical assistance commitments. No specific proposals were being made regarding participation in new co-operative efforts for economic and social development in South East Asia. Any considerations could probably be met from contingency funds.

Funds for French-speaking countries in Africa were proposed for 1965-66 comprising \$2 million in development loans and \$5.5 million in grants, including \$500,000 for the Congo Civilian Fund. Programs for assistance in Commonwealth Africa were proposed to total \$14.5 million for 1965-66.

Allocations for Jamaica, Trinidad and British Guiana were proposed at the same level as for 1964-65. For the "Little Eight" (Leeward and Windward Islands) proposals were for an increase of \$500,000 to meet expenditures on previously approved capital projects and to provide for a modest increase in technical assistance.

Latin American allocations of development loan funds were proposed at the same level as in 1964-65.

During the discussion the following points emerged:

(a) Approval of the proposed distribution was necessary in order to permit officials to proceed with program planning and initiate discussions with recipient countries.

(b) Proposals regarding the use of contingency funds would be submitted to Cabinet at a later date.

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(c) A supplementary estimate of \$5 million would be requested at a later date for the International Food Aid Program.

(d) Several Ministers considered that recommendations regarding Aid Programs should be examined by the Cabinet Committee on External Affairs and Defence before being presented to the Cabinet.

The Cabinet, on the recommendation of the Acting Secretary of State for External Affairs:

(a) approved for programming and planning purposes for the fiscal year 1965-66 the levels and distribution of aid funds proposed in the statement attached to the Minister's memorandum dated July 9, 1965;

(b) authorized officials to discuss with recipient countries the composition of country programs within the proposed programs and planning levels;

(c) approved a contribution of \$500,000 in the fiscal year 1965-66 to the United Nations Civilian Fund for the Congo; and

(d) agreed that a supplementary appropriation in the amount of \$5 million be submitted for the International Food Aid Program for 1965-66 through the Cabinet Committee on External Affairs and Defence;

and further agreed that in the future policy memoranda on external aid matters be submitted to the Cabinet through the Cabinet Committee on External Affairs and Defence.

Strikes Of National Harbours Board Employees
In Montreal And Grain Handlers
In Vancouver
(Previous reference July 21)

The Minister of Labour said the National Harbours Board and the trade union were continuing their negotiations in Montreal and that they were making progress. Regarding the strike of grain handlers at the Alberta Pool Elevator, Vancouver, the government mediator, Dr. Neil Perry, was continuing his efforts to reach a settlement and that day was regarded as the critical one. If no settlement were reached Dr. Perry would prepare and submit his report.

If it became necessary to call Parliament into session to deal with the strike of some postal workers it might also have to consider the strikes at Montreal and Vancouver.

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The Cabinet noted the remarks of the Minister of Labour concerning progress in the settlement of strikes of employees of the National Harbours Board, Montreal, and the Alberta Pool Elevator, Vancouver.

Recommendations Of The International Joint
Commission For Controlling Pollution
Of The Rainy River

Mr. Drury as Acting Secretary of State for External Affairs introduced a memorandum (Cab. Doc. 382/65, July 9), concurred in by the Minister of National Health and Welfare, concerning the implementation of the recommendations of the International Joint Commission for the control of pollution in the Rainy River and authority to consult with the United States State Department in order to reach agreement on the Commission's recommendations.

The Cabinet approved the recommendation of the Acting Secretary of State for External Affairs concurred in by the Minister of National Health and Welfare and agreed:

(a) that the recommendations of the International Joint Commission dated February 24, 1965 for the control of pollution in the Rainy River be approved;

(b) that the Department of External Affairs be authorized to consult with the U.S. Department of State in order to reach agreement on the response which the two governments should make to the Commission's recommendations; and

(c) that, if the U.S. Government also approved the recommendation of the Commission, the Commission be informed of the approval of the Canadian Government.

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Proposed Advisory Committee On Public Health Engineering
(Previous reference May 25)

The Cabinet had before it a report of the Advisory Committee on Water Use Policy (Cab. Doc. 394-65, July 20) on the question whether the establishment of an Advisory Committee on Public Health Engineering, as proposed by the Minister of National Health and Welfare (Cab. Doc. 202-65), would conflict with the work of other government organizations. The Committee advised that the work of the proposed Advisory Committee would not conflict with the work of other government organizations presently engaged in studies related to water supply if the words "the public health aspects of" were added to the terms of reference in line 4 of sub-paragraph 2 of paragraph 5 of the memorandum of the Minister of National Health and Welfare.

The Cabinet:

(a) approved the recommendation of the Minister of National Health and Welfare for the establishment of an Advisory Committee on Public Health Engineering to consist of not more than eighteen persons exclusive of officers of the Department of National Health and Welfare. to hold office during good behaviour for such terms as may be designated; provided that upon the request of any province the Committee shall include from time to time at least one person whose appointment has been recommended by that province; the Committee to perform such duties as are necessary to assist and advise the Minister on the public health aspects of matters relating to water supply, waste disposal, environmental sanitation, pollution abatement and other aspects including research needs of Public Health Engineering in Canada, with sub-committees as deemed advisable; and,

(b) agreed that members of the Committee and sub-committees and persons called upon for consultation be reimbursed their actual travelling and living expenses for the purpose of attending meetings or performing any other duties in connection with the work of the Committee or of sub-committees.

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Appointment To The St. Lawrence
Seaway Authority

The Minister of Transport said he was concerned about finding a qualified person to propose for appointment to a vacancy on the St. Lawrence Seaway Authority. The balances of experience of the present members of the Authority suggested that it would be desirable for a person with a business background.

The Cabinet noted the remarks of the Minister of Transport concerning the appointment of a member of the St. Lawrence Seaway authority, and that the subject would be raised at a subsequent meeting of Cabinet.

Future Winter Maintenance Of The Haines Road

The Cabinet had for consideration a report of the Cabinet Committee on Communications and Works (Cab. Doc. 403-65, July 23), together with a joint memorandum of the Secretary of State for External Affairs, the Minister of Northern Affairs and National Resources and the Minister of Public Works (Cab. Doc. 372-65, June 10) concerning the ascertaining of the attitude of the United States Government toward winter maintenance of the Haines Road in the 1965-66 season.

The Cabinet approved the recommendation of the Cabinet Committee on Communications and Works that the Secretary of State for External Affairs be authorized to approach the appropriate United States authorities with a view to ascertaining the attitude of the United States Government toward winter maintenance of the Haines Road in the 1965-66 season and the cost-sharing arrangements to which they would be amenable.

Proposed COTC Satellite Communication Ground Station Near
Mill Village, N.S.

(Previous reference July 9, 1964)

The Cabinet had for consideration a report of the Cabinet Committee on Communications and Works (Cab. Doc. 402-64, July 23) together with a recommendation of the Minister of Transport (Cab. Doc. 381-65, July 9) concerning the construction of a satellite communication ground station near Mill Village, Nova Scotia.

The Cabinet agreed with the recommendation of the Cabinet Committee on Communications and Works that approval in principle be given to the COTC for the construction of a satellite communication ground station near Mill Village, N.S., at a cost of approximately \$9 million.

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Construction Of Vessel To Operate Out Of Rimouski And
Seven Islands To Blanc Sablon, Que.

The Cabinet had for consideration a report of the Cabinet Committee on Communications and Works (Cab. Doc. 401-65, July 23), which noted that the Treasury Board on July 27 had approved the recommendation of the Minister of Transport regarding federal participation in the proposal for a new vessel to operate out of Rimouski and Seven Islands to Blanc Sablon, Quebec.

The Cabinet approved in principle the recommendation of the Treasury Board and the Minister of Transport regarding federal participation in the proposal for a new vessel to operate out of Rimouski, Quebec, and Seven Islands to Blanc Sablon, Quebec, as outlined in the memorandum of the Minister of Transport dated July 20th, 1965, to enable discussions on the proposal to proceed with the province of Quebec.

Winter Terminal Harbour Facilities, Port aux Basques, Ferry
(Previous reference May 27)

The Minister of Transport said a satisfactory solution had been worked out for the provision of winter terminal facilities at Hastings Nova Scotia for the Port aux Basques ferry. A decision had also been made to improve the port facilities of Mulgrave, N.S.

The Cabinet noted the remarks of the Minister of Transport concerning the provision of winter terminal facilities for the Port aux Basques ferry at Hastings N.S. and the improvement works which had been decided upon for the port of Mulgrave, N.S.

National Research Council: Appointment Of Vice-President
(Scientific)

The Minister of Defence Production said Dr. Marion, Vice-President (Scientific), National Research Council, was leaving and the selection of a successor had been considered. The Council considered Dr. W.G. Schneider, now Director, Division of Pure Chemistry, N.R.C., was exceptionally well qualified and it was intended to propose his name to fill the position of Vice-President (Scientific).

The Cabinet noted the remarks of the Minister of Defence Production concerning the appointment of Vice-President (Scientific), National Research Council.

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Communications (Telephone) Circuits Leased From Trans-Canada Telephone System

The Minister of Transport said the Department of Transport had completed arrangements to lease sufficient circuits from Trans-Canada Telephone System effective August 1st, 1965, to satisfy the overall needs of departments for long line telephone service. This would result in a considerable saving to departments and, as the circuits were contracted for on a 24 hour basis, it would be possible for them to be used by Members of Parliament and Senators from 7.00 p.m. to 8.00 a.m. (Ottawa time) at no extra cost to the government. The availability of this service would be brought to the attention of the Speaker of the House of Commons and the Speaker of the Senate.

The Cabinet noted the remarks of the Minister of Transport concerning the availability to Members of the House of Commons and Members of the Senate from 7.00 p.m. to 8.00 a.m. of long distance telephone circuits leased from Trans-Canada Telephone System, effective August 1st, 1965.

Transfer Of Mid-Canada Line Facilities At Great Whale River To Province Of Quebec
(Previous reference July 14)

The Minister of Northern Affairs and National Resources referred to the earlier discussions concerning the proposed agreement for the transfer of property and assets of the Mid-Canada Line site at Great Whale River, Quebec, to the Province of Quebec. Officials of the Department of Northern Affairs and National Resources and the Quebec government had met with the Eskimo and Indian people at Great Whale River on July 20th, 1965 and the meeting culminated in unanimous consent of the Eskimo and Indian people to the provision of municipal services, as defined in the memorandum of Agreement by the Province of Quebec.

The Eskimo people insisted upon re-assurances that only municipal type services were being considered and that such things as education and welfare and other programs which were extended to them by the Department of Northern Affairs and National Resources would not be affected. They were re-assured in this connection and told that if there were to be exchanges made in these other fields, representatives of the two governments would come to them again to get their views before action was taken.

The Prime Minister said he felt it would be desirable to issue a press release on the concurrence of the Indian and Eskimo people in the proposed transfer of certain municipal services at Great Whale River to the Province of Quebec, in concert with the Premier of Quebec.

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The Cabinet noted the remarks of the Prime Minister and the Minister of Northern Affairs and National Resources on the unanimous consent of the Indian and Eskimo people at Great Whale River to the transfer of property and assets at that point to the Province of Quebec, and agreed that a press release be made in concert with the Premier of Quebec.

Authority To Construct The Froomfield Spur Near Sarnia
Ontario, by the Canadian National Railways
(Previous reference May 6)

The Cabinet, on the recommendation of the Minister of Transport, authorized the Canadian National Railways to construct and complete, prior to December 31st, 1966, a line of railway from a point near mileage 3.2 of the Froomfield Spur south of Sarnia, Ont. in a southerly direction to the property of Canadian Industries Limited, a distance of 12 miles, at an estimated cost of \$850,000.

An order in council was passed accordingly;
(P.C. 1965-1353, July 23rd).

Appointment: Deputy Commissioner Of The
Northwest Territories

The Cabinet approved the recommendation of the Minister of Northern Affairs and National Resources, that Stuart Milton Hodgson, a member of the Council of the Northwest Territories, be appointed Deputy Commissioner of the Northwest Territories, effective August 1st, 1965, in place of Wilfrid George Brown.

An order in council was passed accordingly;
(P.C. 1965-1351, July 23rd).

Capital Budget: National Harbours Board

The Cabinet on the joint recommendation of the Minister of Transport and the Minister of Finance, approved the revised capital budget of the National Harbours Board for the calendar year 1965.

An order in council was passed accordingly;
(P.C. 1965-1352, July 23rd).

R.G. Robertson,
Secretary to the Cabinet.