



Second Session
Fortieth Parliament, 2009
SENATE OF CANADA

*Proceedings of the Standing
Senate Committee on*

Social Affairs, Science and Technology

Chair:

The Honourable ART EGGLETON, P.C.

Wednesday, December 2, 2009
Thursday, December 3, 2009
Thursday, December 10, 2009

Issue No. 11

Eighth (final) meeting on:

Bill C-6, An Act respecting the safety
of consumer products

First meeting on:

Bill S-201, An Act to amend the Library
and Archives of Canada Act
(National Portrait Gallery)

Third meeting on:

Study on accessibility of postsecondary
education in Canada

INCLUDING:

THE ELEVENTH REPORT OF THE COMMITTEE
(Special study supplementary funds — Cities)

THE TWELFTH REPORT OF THE COMMITTEE
(Bill C-6)

THE THIRTEENTH REPORT OF THE COMMITTEE
(Cities — Interim Report)

*In from the Margins: A Call to Action on Poverty,
Housing and Homelessness)*

WITNESSES:
(See back cover)

Deuxième session de la
quarantième législature, 2009
SÉNAT DU CANADA

*Délibérations du Comité
sénatorial permanent des*

Affaires sociales, des sciences et de la technologie

Président :

L'honorable ART EGGLETON, C.P.

Le mercredi 2 décembre 2009
Le jeudi 3 décembre 2009
Le jeudi 10 décembre 2009

Fascicule n° 11

Huitième (dernière) réunion concernant :

Le projet de loi C-6, Loi concernant la sécurité
des produits de consommation

Première réunion concernant :

Le projet de loi S-201, Loi modifiant la Loi sur
la Bibliothèque et les Archives du Canada
(Musée national du portrait)

Troisième réunion concernant :

L'étude sur l'accessibilité à l'éducation
postsecondaire au Canada

Y COMPRIS :

LE ONZIÈME RAPPORT DU COMITÉ
(Budget supplémentaire pour étude spéciale — les villes)

LE DOUZIÈME RAPPORT DU COMITÉ
(Projet de loi C-6)

LE TREIZIÈME RAPPORT DU COMITÉ
(Villes — rapport provisoire)

*Pauvreté, Logement, Itinérance :
Les trois fronts de la lutte contre l'exclusion)*

TÉMOINS :
(Voir à l'endos)

THE STANDING SENATE COMMITTEE ON
SOCIAL AFFAIRS, SCIENCE
AND TECHNOLOGY

The Honourable Art Eggleton, P.C., *Chair*

The Honourable Wilbert J. Keon, *Deputy Chair*

and

The Honourable Senators:

Callbeck	* LeBreton, P.C.
Cordy	(or Comeau)
* Cowan	Martin
(or Tardif)	Munson
Dyck	Ogilvie
Eaton	Pépin
Fairbairn, P.C.	Segal

* Ex officio members

(Quorum 4)

Changes in membership of the committee:

Pursuant to rule 85(4), membership of the committee was amended as follows:

The Honourable Senator Keon replaced the Honourable Senator Nolin (*December 3, 2009*).

The Honourable Senator Munson replaced the Honourable Senator Day (*December 3, 2009*).

LE COMITÉ SÉNATORIAL PERMANENT DES
AFFAIRES SOCIALES, DES SCIENCES ET
DE LA TECHNOLOGIE

Président : L'honorable Art Eggleton, C.P.

Vice-président : L'honorable Wilbert J. Keon

et

Les honorables sénateurs :

Callbeck	* LeBreton, C.P.
Cordy	(ou Comeau)
* Cowan	Martin
(ou Tardif)	Munson
Dyck	Ogilvie
Eaton	Pépin
Fairbairn, C.P.	Segal

* Membres d'office

(Quorum 4)

Modifications de la composition du comité :

Conformément à l'article 85(4) du Règlement, la liste des membres du comité est modifiée, ainsi qu'il suit :

L'honorable sénateur Keon a remplacé l'honorable sénateur Nolin (*le 3 décembre 2009*).

L'honorable sénateur Munson a remplacé l'honorable sénateur Day (*le 3 décembre 2009*).

ORDER OF REFERENCE

Extract from the *Journals of the Senate* of Tuesday, December 1, 2009:

The Senate resumed debate on the motion of the Honourable Senator Grafstein, seconded by the Honourable Senator Pépin, for the second reading of Bill S-201, An Act to amend the Library and Archives of Canada Act (National Portrait Gallery).

After debate,

The question being put on the motion, it was adopted.

The bill was then read the second time.

The Honourable Senator Grafstein moved, seconded by the Honourable Senator Joyal, P.C., that the bill be referred to the Standing Senate Committee on Social Affairs, Science and Technology

The question being put on the motion, it was adopted.

ORDRE DE RENVOI

Extrait des *Journaux du Sénat* du mardi 1^{er} décembre 2009 :

Le Sénat reprend le débat sur la motion de l'honorable sénateur Grafstein, appuyée par l'honorable sénateur Pépin, tendant à la deuxième lecture du projet de loi S-201, Loi modifiant la Loi sur la Bibliothèque et les Archives du Canada (Musée national du portrait).

Après débat,

La motion, mise aux voix, est adoptée.

Le projet de loi est alors lu pour la deuxième fois.

L'honorable sénateur Grafstein propose, appuyé par l'honorable sénateur Joyal, C.P., que le projet de loi soit renvoyé au Comité sénatorial permanent des affaires sociales, des sciences et de la technologie.

La motion, mise aux voix, est adoptée.

Le greffier du Sénat,

Gary W. O'Brien

Clerk of the Senate

MINUTES OF PROCEEDINGS

OTTAWA, Wednesday, December 2, 2009
(26)

[English]

The Standing Senate Committee on Social Affairs, Science and Technology met this day at 3:02 p.m. in room 2, Victoria Building, the chair, the Honourable Art Eggleton, P.C., presiding.

Members of the committee present: The Honourable Senators Callbeck, Cordy, Day, Dyck, Eaton, Eggleton, P.C., Fairbairn, P.C., Keon, Martin, Ogilvie Pépin and Segal (12).

Other senator present: The Honourable Senator McCoy (1).

In attendance: Trina Wall, Analyst, Parliamentary Information and Research Service, Library of Parliament.

Also in attendance: The official reporters of the Senate.

Pursuant to the order of reference adopted by the Senate on Wednesday, October 7, 2009, the committee continued its study on Bill C-6, An Act respecting the safety of consumer products. (For complete text of the order of reference, see proceedings of the committee, Issue No. 8.)

WITNESS:

Health Canada:

Paul Glover, Assistant Deputy Minister, Healthy Environments and Consumer Safety Branch.

The chair made a statement.

It was agreed that the committee proceed to clause-by-clause consideration of Bill C-6, An Act respecting the safety of consumer products.

It was agreed that the title stand postponed.

It was agreed that the preamble stand postponed.

It was agreed that clause 1, which contains the short title, stand postponed.

The chair asked whether clause 2 shall carry.

After debate, it was agreed that consideration of clause 2 stand postponed.

It was agreed that clause 3 carry.

It was agreed that clause 4 carry.

It was agreed that clause 5 carry.

It was agreed that clause 6 carry.

The chair asked whether clause 7 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 7, on page 5, by replacing lines 23 and 24 with the following:

“section 30 or is the subject of a”.

PROCÈS-VERBAUX

OTTAWA, le mercredi 2 décembre 2009
(26)

[Traduction]

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie se réunit aujourd'hui, à 15 h 2, dans la salle 2 de l'édifice Victoria, sous la présidence de l'honorable Art Eggleton, C.P. (*président*).

Membres du comité présents : Les honorables sénateurs Callbeck, Cordy, Day, Dyck, Eaton, Eggleton, C.P., Fairbairn, C.P., Keon, Martin, Ogilvie, Pépin et Segal (12).

Autre sénateur présente : L'honorable sénateur McCoy (1).

Également présent : Trina Wall, analyste, Service d'information et de recherche parlementaires, Bibliothèque du Parlement.

Aussi présents : Les sténographes officiels du Sénat.

Conformément à l'ordre de renvoi adopté par le Sénat le mercredi 7 octobre 2009, le comité poursuit son examen du projet de loi C-6, Loi concernant la sécurité des produits de consommation. (*Le texte intégral de l'ordre de renvoi figure au fascicule n° 8 des délibérations du comité.*)

TÉMOIN :

Santé Canada :

Paul Glover, sous-ministre adjoint, Direction générale de la santé environnementale et de la sécurité des consommateurs.

Le président prend la parole.

Il est convenu de procéder à l'étude article par article du projet de loi C-6, Loi concernant la sécurité des produits de consommation.

Il est convenu de réserver le titre.

Il est convenu de réserver le préambule.

Il est convenu de réserver l'article 1, le titre abrégé.

Le président demande si l'article 2 est adopté.

Après débat, il est convenu de reporter l'étude de l'article 2.

Il est convenu d'adopter l'article 3.

Il est convenu d'adopter l'article 4.

Il est convenu d'adopter l'article 5.

Il est convenu d'adopter l'article 6.

Le président demande si l'article 7 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 7, à la page 5, par substitution, aux lignes 29 et 30, de ce qui suit :

« l'article 30, soit fait volontairement au ».

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

It was agreed that clause 7, as amended, carry.

The chair asked whether clause 8 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 8, on page 6, by replacing lines 2 and 3 with the following:

“section 30 or is the subject of a”.

After debate, it was agreed that consideration of clause 8 and the motion in amendment of Senator Day stand postponed.

The chair asked whether clause 9 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 9, on page 6, by replacing line 17 with the following:

“impression that it is not a”.

After debate, the question being put on the motion in amendment, it was negated on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Eggleton, P.C., Fairbairn, P.C. — 5

NAYS

The Honourable Senators

Dyck, Eaton, Keon, Martin, Ogilvie, Pépin, Segal — 7

ABSTENTIONS

The Honourable Senators

Nil

It was agreed, on division, that clause 9 carry.

It was agreed that clause 10 carry.

It was agreed that clause 11 carry.

It was agreed that clause 12 carry.

It was agreed that clause 13 carry.

The chair asked whether clause 14 shall carry.

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d'adopter l'article 7 modifié.

Le président demande si l'article 8 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 8, à la page 6, par substitution, aux lignes 3 et 4, de ce qui suit :

« l'article 30, soit fait volontairement au ».

Après débat, l'étude de l'article 8 et la motion d'amendement du sénateur Day sont réservées.

Le président demande si l'article 9 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 9, à la page 6, par substitution, à la ligne 15, de ce qui suit :

« une fausse impression qu'il ne ».

Après débat, la motion d'amendement, mise aux voix, est rejetée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Eggleton, C.P., Fairbairn, C.P. — 5

CONTRE

Les honorables sénateurs

Dyck, Eaton, Keon, Martin, Ogilvie, Pépin, Segal — 7

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d'adopter l'article 9, avec dissidence.

Il est convenu d'adopter l'article 10.

Il est convenu d'adopter l'article 11.

Il est convenu d'adopter l'article 12.

Il est convenu d'adopter l'article 13.

Le président demande si l'article 14 est adopté.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 14, on page 8, by replacing line 10 with the following:

“including a serious injury, and that occurred under circumstances that indicate that the product may pose a danger to human health or safety;”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

It was agreed that clause 14, as amended, carry.

The chair asked whether clause 15 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 15, on page 9,

(a) by replacing lines 12 and 13 with the following:

“15. (1) The Minister may disclose personal information related to a consumer product to a person or a government that”; and

(b) by replacing lines 17 to 19 with the following:

“relates if

(a) the disclosure is necessary to identify or address a serious danger to human health or safety; and

(b) the person to whom or government to which the information may be disclosed agrees in writing to maintain the confidentiality of the information and to use it only for the purpose of carrying out those functions.

(2) The Minister shall provide prior notice of the intended disclosure to the individual to whom the personal information relates unless doing so would endanger human health or safety.

(3) If the Minister discloses personal information under subsection (1) without providing prior notice, he or she shall, as soon as practicable but not later than six months after the disclosure, notify the individual to whom the personal information relates.”.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 14, à la page 8, par substitution, à la ligne 9, de ce qui suit :

« des blessures graves, et qui s'est produit dans des circonstances indiquant que le produit peut présenter un danger pour la santé ou la sécurité humaines; ».

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d'adopter l'article 14 modifié.

Le président demande si l'article 15 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 15, à la page 9 :

a) par substitution, aux lignes 12 et 13, de ce qui suit :

« 15. (1) Le ministre peut communiquer à toute »;

b) par substitution, aux lignes 14 à 18, de ce qui suit :

« nels relatifs à un produit de consommation et se rapportant à un individu sans obtenir son consentement, si :

a) cela est nécessaire pour établir l'existence d'un danger pour la santé ou la sécurité humaines qui est grave ou remédier à ce danger;

b) la personne ou l'administration à laquelle ces renseignements peuvent être communiqués consent par écrit à préserver leur confidentialité et à les utiliser seulement dans l'exercice de ses fonctions.

(2) Le ministre avise au préalable la personne en cause de son intention de communiquer des renseignements personnels, sauf dans le cas où cela présente un danger pour la santé ou la sécurité humaines.

(3) S'il communique des renseignements personnels en vertu du paragraphe (1) sans donner de préavis, le ministre en avise la personne en cause dans les meilleurs délais et au plus tard six mois après leur communication. ».

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C., Fairbairn, P.C. — 6

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal—5

ABSTENTIONS

The Honourable Senator

Pépin — 1

It was agreed that clause 15, as amended, carry.

The chair asked whether clause 16 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 16, on page 9,

(a) by replacing line 20 with the following:

“16. (1) The Minister may disclose confidential”;

(b) by replacing line 27 with the following:

“relates if the”; and

(c) by adding after line 32 the following:

“(2) The Minister may make a disclosure under subsection (1) only for the purpose of protecting human health or safety or the environment.

(3) The Minister shall provide prior notice of the intended disclosure to the person to whose business or affairs the information relates unless doing so would endanger human health or safety or the environment.

(4) If the Minister discloses confidential business information under subsection (1) without providing prior notice, he or she shall, as soon as practicable but not later than six months after the disclosure, notify the person to whose business or affairs the information relates.”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P., Fairbairn, C.P. — 6

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

L'honorable sénateur

Pépin — 1

Il est convenu d'adopter l'article 15 modifié.

Le président demande si l'article 16 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 16, à la page 9 :

a) par substitution, à la ligne 19, de ce qui suit :

« 16. (1) Le ministre peut communiquer à toute »;

b) par substitution, aux lignes 26 et 27, de ce qui suit :

« activités sans obtenir son consentement, s'il conclut avec le destinataire des »;

c) par adjonction, après la ligne 31, de ce qui suit :

« (2) Le ministre ne peut communiquer les renseignements visés au paragraphe (1) que dans le but de protéger la santé ou la sécurité humaines ou de l'environnement.

(3) Le ministre avise au préalable la personne en cause de son intention de communiquer des renseignements commerciaux confidentiels, sauf dans le cas où cela présente un danger pour la santé ou la sécurité humaines ou l'environnement.

(4) S'il communique des renseignements commerciaux confidentiels en vertu du paragraphe (1) sans donner de préavis, le ministre en avise la personne en cause dans les meilleurs délais et au plus tard six mois après leur communication. ».

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

It was agreed that clause 16, as amended, carry.

It was agreed that clause 17 carry.

It was agreed that clause 17.1 carry.

It was agreed that clause 18 carry, with Senator Segal abstaining.

It was agreed that clause 19 carry.

The chair asked whether clause 20 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 20, on page 11, by replacing line 19 with the following:

“by means of or in relation to which the inspector believes on reasonable grounds any provision of this Act or the regulations has been contravened, or”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

The committee resumed consideration of the question that clause 20, as amended, carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 20, on page 12, by replacing line 9 with the following:

“property.”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie — 4

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d'adopter l'article 16 modifié.

Il est convenu d'adopter l'article 17.

Il est convenu d'adopter l'article 17.1.

Il est convenu d'adopter l'article 18; le sénateur Segal s'abstient.

Il est convenu d'adopter l'article 19.

Le président demande si l'article 20 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 20, à la page 11, par substitution, à la ligne 16, de ce qui suit :

« loi ou les règlements qui s'y trouve, s'il a des motifs raisonnables de croire que cet article a servi ou donné lieu à une contravention à la présente loi ou à ses règlements, ou, le cas ».

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Aucune

Le comité reprend l'étude de l'article 20 modifié en vue de son adoption.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 20, à la page 12, par substitution, aux lignes 13 et 14, de ce qui suit :

« privée et y circuler. ».

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie — 4

ABSTENTIONS

The Honourable Senator

Segal — 1

It was agreed that clause 20, as amended, carry.

The chair asked whether clause 21 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 21,

(a) on page 12,

(i) by replacing line 17 with the following:

“20(1) is an office or a dwelling-house, an inspector may not”,

(ii) by replacing line 24 with the following:

“person who is named in it to enter an office or a dwelling-”,

(iii) by replacing line 27 with the following:

“(a) the office or dwelling-house is a place described in”,

(iv) by replacing line 29 with the following:

“(b) entry to the office or dwelling-house is necessary”,

(v) by replacing line 32 with the following:

“(c) entry to the office or dwelling-house was refused”; and

(b) on page 13, by adding after line 9 the following:

“(5) In this section, “office” means a self-contained room or place that is used as a business office, but does not include a room or place in which a consumer product is manufactured, packaged, stored, advertised to the public, sold, labelled, tested or transported.

(6) For the purposes of subsection (5), “sold” means exposed for sale, lease, or distribution to one or more persons, or in possession for the purposes of sale, lease, or distribution to one or more persons.”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Cordy, Day, Dyck, Eggleton, P.C., Fairbairn, P.C., — 5

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie — 4

ABSTENTIONS

L'honorable sénateur

Segal — 1

Il est convenu d'adopter l'article 20 modifié.

Le président demande si l'article 21 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 21 :

a) à la page 12,

(i) par substitution, à la ligne 21, de ce qui suit :

« 21.(1) Dans le cas d'un bureau ou d'une maison d'habita- »,

(ii) par substitution, à la ligne 29, de ce qui suit :

« d'un bureau ou d'une maison d'habitation s'il est convaincu, »,

(iii) par substitution, à la ligne 32, de ce qui suit :

« a) le bureau ou la maison d'habitation est un lieu visé au »,

(iv) dans la version anglaise, par substitution, à la ligne 29, de ce qui suit :

« (b) entry to the office or dwelling-house is necessary »,

(v) dans la version anglaise, par substitution, à la ligne 32, de ce qui suit :

« (c) entry to the office or dwelling-house was refused »;

b) à la page 13, par adjonction, après la ligne 10, de ce qui suit :

« (5) Au présent article, « bureau » s'entend d'une pièce ou d'une installation autonome servant de bureau d'affaires, à l'exclusion de toute pièce ou installation où un produit de consommation est fabriqué, emballé, entreposé, vendu, étiqueté, mis à l'essai ou transporté ou encore où la publicité d'un tel produit est faite.

(6) Pour l'application du paragraphe (5), « vendu » s'entend du fait d'exposer pour la vente, la location ou la fourniture à une ou plusieurs personnes, ou d'avoir en sa possession pour la vente, la location ou la fourniture à une ou plusieurs personnes. ».

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Cordy, Day, Dyck, Eggleton, C.P., Fairbairn, C.P. — 5

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie — 4

ABSTENTIONS

The Honourable Senators

Callbeck, Segal, Pépin — 3

It was agreed that clause 21, as amended, carry.

It was agreed that clause 22 carry.

It was agreed that clause 23 carry.

It was agreed that clause 24 carry.

It was agreed that clause 25 carry.

It was agreed that clause 26 carry.

It was agreed that clause 27 carry.

It was agreed that clause 28 carry.

It was agreed that clause 29 carry.

The chair asked whether clause 30 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended

(a) on page 14,

(i) by replacing the heading “INSPECTORS’ ORDERS” preceding clause 30 with the following:

“ORDERS”, and

(ii) in clause 30,

(A) by replacing line 30 with the following:

“**30.** (1) Subject to this section, if the Minister believes on reason-”, and

(B) by replacing line 32 with the following:

“danger to human health or safety, he or she may”;
and

(b) on page 15, in clause 30, by adding after line 2 the following:

“(3) Before making an order under subsection (1), the Minister shall issue a notice of opportunity for voluntary recall to the person

(a) stating the nature of the order that the Minister intends to make and a summary of the reasons for so intending;

(b) requesting that the person undertake a voluntary recall of the consumer product, or voluntarily carry out other measures that, in the opinion of the Minister, would be equally effective in addressing the danger to human health or safety posed by the product, within the specified time; and

(c) specifying the time within which the voluntary recall or other measures must be carried out.

ABSTENTIONS

Les honorables sénateurs

Callbeck, Segal, Pépin — 3

Il est convenu d’adopter l’article 21 modifié.

Il est convenu d’adopter l’article 22.

Il est convenu d’adopter l’article 23.

Il est convenu d’adopter l’article 24.

Il est convenu d’adopter l’article 25.

Il est convenu d’adopter l’article 26.

Il est convenu d’adopter l’article 27.

Il est convenu d’adopter l’article 28.

Il est convenu d’adopter l’article 29.

Le président demande si l’article 30 est adopté.

L’honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié :

a) à la page 14,

(i) par substitution, à l’intertitre « ORDRES DES INSPECTEURS », précédant l’article 30, de ce qui suit :

« ORDRES »;

b) à l’article 30 :

(i) dans la version anglaise, par substitution, à la ligne 30, de ce qui suit :

« **30.** (1) Subject to this section, if the Minister believes on reason- »,

(ii) par substitution, à la ligne 35, de ce qui suit :

« le ministre peut ordonner à la personne qui »;

c) par adjonction, après la ligne 40, de ce qui suit :

« (3) Avant de donner un ordre en vertu du paragraphe (1), le ministre remet à la personne un avis l’invitant à procéder volontairement à un rappel du produit de consommation, dans lequel il :

a) indique la nature de l’ordre qu’il entend donner ainsi que les motifs à l’appui;

b) lui demande de faire volontairement le rappel du produit de consommation ou de prendre volontairement d’autres mesures qui, selon lui, remédieraient tout aussi bien au danger pour la santé ou la sécurité humaines que présente le produit de consommation, et ce, dans le délai imparti;

c) précise le délai imparti pour faire le rappel volontaire ou prendre d’autres mesures.

(4) The Minister may not make an order under subsection (1) unless the person refuses the request contained in the notice or fails to carry out the voluntary recall or other measures within the specified time.

(5) Subsection (3) or (4) does not apply if the Minister believes on reasonable grounds that its application in the circumstances would pose an imminent danger to human health or safety.

(6) The Minister need not comply with subsections (3) and (4) if a notice of opportunity for voluntary recall was previously issued to the person in respect of the same or a substantially similar matter.”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

It was agreed that clause 30, as amended, carry.

The chair asked whether clause 31 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 31, on page 15, by replacing line 10 with the following:

“(b) the Minister has made an order under”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

(4) Le ministre ne donne un ordre en vertu du paragraphe (1) que si la personne n'a pas obtempéré à la demande formulée dans l'avis ou a omis de faire le rappel volontaire ou de prendre d'autres mesures dans le délai imparti.

(5) Les paragraphes (3) et (4) ne s'appliquent pas si le ministre a des motifs raisonnables de croire que leur application dans les circonstances présente un danger pour la santé ou la sécurité humaines qui est imminent.

(6) Le ministre n'est pas tenu de se conformer aux paragraphes (3) et (4) si un avis invitant la personne à faire un rappel volontaire a déjà été remis relativement à la même question ou à une question essentiellement semblable. ».

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d'adopter l'article 30 modifié.

Le président demande si l'article 31 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 31, à la page 15, par substitution, à la ligne 8, de ce qui suit :

« b) le ministre a donné un ordre en vertu de l'article 30 ».

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Aucune

The committee resumed consideration of the question that clause 31, as amended, carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 31, on page 15,

(a) by replacing line 3 with the following:

“31. (1) Subject to this section, an inspector may order a person”; and

(b) by adding after line 40 the following:

“(4) Before making an order pursuant to paragraph (1) (a) or (d), the inspector shall issue a notice of opportunity for voluntary compliance to the person

(a) stating the nature of the order that the inspector intends to make and a summary of the reasons for so intending;

(b) requesting that the person, in consultation with the inspector, determine and carry out, within the specified time, appropriate measures to achieve compliance with an order made under section 12 or to achieve compliance with this Act or the regulations, as the case may be, in relation to the consumer product; and

(c) specifying the time within which the measures must be carried out.

(5) The inspector may not make an order pursuant to paragraph (1)(a) or (d) unless

(a) the person refuses the request contained in the notice of opportunity for voluntary compliance;

(b) the person fails to carry out the measures requested in the notice of opportunity for voluntary compliance within the specified time; or

(c) the measures are not successful in achieving compliance, or the inspector believes on reasonable grounds that the measures will not be successful in achieving compliance, within the specified time.

(6) Subsection (4) or (5) does not apply if the inspector believes on reasonable grounds that its application in the circumstances would endanger human health or safety.

(7) The inspector need not comply with subsections (4) and (5) if an inspector has previously issued a notice of opportunity for voluntary compliance to the person in respect of the same or a substantially similar matter.”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

Le comité reprend l'étude de l'article 31 modifié en vue de son adoption.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 31, à la page 15 :

a) par substitution, à la ligne 1, de ce qui suit :

« 31. (1) Sous réserve du présent article, l'inspecteur peut ordonner à toute »;

b) par adjonction, après la ligne 35, de ce qui suit :

« (4) Avant de donner l'ordre visé à l'alinéa (1)a) ou d), l'inspecteur délivre à la personne un avis de possibilité de se conformer volontairement qui :

a) mentionne la nature de l'ordre qu'il a l'intention de donner et les motifs justifiant cette intention;

b) demande que la personne, en consultation avec l'inspecteur, détermine et prenne, dans le délai imparti, les mesures nécessaires pour se conformer à l'ordre donné en vertu de l'article 12 ou à la présente loi ou à ses règlements, selon le cas, relativement au produit de consommation;

c) précise le délai dans lequel ces mesures doivent être prises.

(5) L'inspecteur ne peut donner l'ordre visé à l'alinéa (1)a) ou d) que dans l'un ou l'autre des cas suivants :

a) la personne refuse d'accéder à la demande formulée dans l'avis de possibilité de se conformer volontairement;

b) la personne omet de prendre les mesures demandées dans l'avis de possibilité de se conformer volontairement, dans le délai imparti;

c) les mesures ne permettent pas d'assurer la conformité, ou l'inspecteur a des motifs raisonnables de croire qu'elles ne permettront pas d'assurer la conformité, dans le délai imparti.

(6) Les paragraphes (4) ou (5) ne s'appliquent pas si l'inspecteur a des motifs raisonnables de croire que leur application dans les circonstances mettrait en danger la santé ou la sécurité humaines.

(7) L'inspecteur n'est pas tenu de se conformer aux paragraphes (4) et (5) si un avis de possibilité de se conformer volontairement a déjà été délivré à la personne par un inspecteur relativement à un produit identique ou à peu près identique ».

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

YEAS

The Honourable Senators
Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators
Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

It was agreed that clause 31, as amended, carry.

It was agreed that clause 32 carry.

The chair asked whether clause 33 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 33, on page 16, by replacing lines 2 and 3 with the following:

“ual or class of individuals (other than an inspector) that are qualified as an independent review panel for the purpose of reviewing”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators
Callbeck, Cordy, Day, Eggleton, P.C., Fairbairn, P.C., Pépin — 6

NAYS

The Honourable Senators
Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senator

Dyck — 1

It was agreed that clause 33, as amended, carry.

The chair asked whether clause 34 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 34,

(a) on page 16, by replacing lines 6 to 9 with the following:

“section, an order that is made under section 31 shall be reviewed on the written request of the person who was ordered to take a measure by the inspector”; and

(b) on page 17, by replacing line 3 with the following:

“to take a”.

POUR

Les honorables sénateurs
Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs
Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d'adopter l'article 31 modifié.

Il est convenu d'adopter l'article 32.

Le président demande si l'article 33 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 33, à la page 16, par substitution, aux lignes 2 à 4, de ce qui suit :

« comité de révision indépendant tout individu — personnellement ou au titre de son appartenance à une catégorie donnée — compétent, sauf un inspecteur, pour procéder aux ».

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs
Callbeck, Cordy, Day, Eggleton, C.P., Fairbairn, C.P., Pépin — 6

CONTRE

Les honorables sénateurs
Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

L'honorable sénateur

Dyck — 1

Il est convenu d'adopter l'article 33 modifié.

Le président demande si l'article 34 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 34 :

a) à la page 16, par substitution, aux lignes 7 et 8, de ce qui suit :

« du présent article, l'ordre donné en vertu de l'article 31 ne peut être révisé que sur des »;

b) à la page 17, par substitution, à la ligne 3, dans la version anglaise, de ce qui suit :

« to take a ».

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

The committee resumed consideration of the question that clause 34, as amended, carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 34,

(a) on page 16,

(i) by replacing lines 12 and 13 with the following:

“by a review panel.”,

(ii) by replacing line 20 with the following:

“within thirty days after the day on which the”,

(iii) by replacing line 23 with the following:

“any shorter period (not less than seven days) that may be specified in the”,

(iv) by replacing lines 32 and 33 with the following:

“(5) A review panel may review”, and

(v) by replacing lines 39 to 42 with the following:

“review unless the review panel decides otherwise.

(7) A review panel shall complete the review forthwith, and in any case within thirty days.

(8) On completion of a review, the review panel shall confirm, amend, terminate or”; and

(b) on page 17, by replacing line 5 with the following:

“writing of the reasons for the review panel’s”.

Après débat, la motion d’amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Aucune

Le comité reprend l’étude de l’article 34 modifié en vue de son adoption.

L’honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l’article 34 :

a) à la page 16 :

(i) par substitution, aux lignes 10 et 11, de ce qui suit :

« et de droit, et ce, par un comité de révision sur demande écrite »,

(ii) par substitution, à la ligne 18, de ce qui suit :

« ministre dans les trente jours suivant la date de la »,

(iii) par substitution, à la ligne 21, de ce qui suit :

« grave et imminent, le délai inférieur — d’au moins sept jours — qui est »,

(iv) par substitution, aux lignes 28 et 29, de ce qui suit :

« (5) Le comité de révision peut procéder à la révision même »,

(v) par substitution, aux lignes 32 à 37, de ce qui suit :

« (6) À moins que le comité de révision n’en décide autrement, la révision n’a pas pour effet de suspendre la mise en œuvre de l’ordre.

(7) Le comité de révision procède à la révision immédiatement et au plus tard dans les trente jours.

(8) Au terme de la révision, le comité de révision »;

b) à la page 17, dans la version anglaise, par substitution, à la ligne 5, de ce qui suit :

« writing of the reasons for the review panel’s ».

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 34, on page 16, by replacing lines 36 to 38 with the following:

“(6) A request for a review of an order, or the initiation under subsection (5) of a review, does not operate as a stay of the order, but the review officer may stay the order until the review is completed or for any shorter specified period, and may subsequently lift the stay before it expires.

(6.1) For greater certainty, a reference in this Act to “an order that is reviewed under section 34” does not include an order that is stayed under subsection (6), while the stay is in effect.”.

It was agreed that the committee would consider both amendments together.

After debate, the question being put on the motions in amendment, they were negated on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C., Fairbairn, P.C. — 6

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal, Pépin — 6

ABSTENTIONS

The Honourable Senators

Nil

It was agreed that clause 34, as amended, carry.

It was agreed that clause 35 carry.

The chair asked whether clause 36 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 36, on page 18,

(a) by replacing line 44 with the following:

“tor’s, analyst’s or review panel’s functions”; and

(b) by replacing line 46 with the following:

“or a review panel may exercise their powers;”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

L’honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l’article 34, à la page 16, par substitution, aux lignes 32 à 34, de ce qui suit :

« (6) Le fait de demander la révision d’un ordre ou d’amorcer une révision en vertu du paragraphe (5) n’emporte pas suspension de l’ordre. Cependant, le réviseur peut suspendre l’ordre jusqu’au terme de la révision ou pour la durée inférieure qu’il fixe et lever cette suspension avant qu’elle expire.

(6.1) Il est entendu que, dans la présente loi, la mention d’un ordre révisé au titre de l’article 34 ne vise pas un ordre qui fait l’objet d’une suspension en vertu du paragraphe (6) ».

Il est convenu d’étudier les deux amendements simultanément.

Après débat, les motions d’amendement, mises aux voix, sont rejetées par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P., Fairbairn, C.P. — 6

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal, Pépin — 6

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d’adopter l’article 34 modifié.

Il est convenu d’adopter l’article 35.

Le président demande si l’article 36 est adopté.

L’honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l’article 36, à la page 19 :

a) par substitution, à la ligne 2, de ce qui suit :

« pecteurs, des analystes et du comité de révision et les circons- »;

b) par substitution, à la ligne 4, de ce qui suit :

« inspecteurs et du comité de révision; ».

Après débat, la motion d’amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

The committee resumed consideration of the question that clause 36, as amended, carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 36, on page 20, by adding after line 16 the following:

“(8) Within two years after the day on which this subsection comes into force, the Minister shall prepare a report describing the state of progress made in adopting, under this section, standards-related aspects of international trade agreements entered into by the Government of Canada and shall cause the report to be laid before each House of Parliament.”.

After debated, it was agreed that the motion in amendment carry, on division.

It was agreed that clause 36, as amended, carry, with Senator Segal abstaining.

The chair asked whether clause 36.1 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 36.1,

(a) on page 20,

(i) by replacing line 19 with the following:

“cause the proposed regulation to be laid before each House”,

(ii) by replacing lines 21 to 32 with the following:

“(2) The proposed regulation may be referred to an appropriate committee of the Senate, which may review the proposed regulation and report its findings to the Senate.

(3) The proposed regulation stands referred to the Standing Committee on Health of the House of Commons or, in the event that there is not a Standing Committee on Health, the appropriate committee of the House as determined by the rules of the House, which may review the proposed regulation and report its findings to the House.”,

(iii) by replacing line 36 with the following:

“tion is laid before both Houses of Parliament,”, and

(iv) by replacing line 38 with the following:

“regulation is laid before both Houses of Parliament, and”; and

ABSTENTIONS

Les honorables sénateurs

Aucune

Le comité reprend l'étude de l'article 36 modifié en vue de son adoption.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 36, à la page 20, par adjonction, après la ligne 15, de ce qui suit :

« (8) Dans les deux ans suivant la date d'entrée en vigueur du présent paragraphe, le ministre prépare un rapport faisant état du progrès accompli dans l'adoption, conformément au présent article, des aspects normatifs des accords internationaux sur le commerce conclus par le gouvernement du Canada et le fait déposer devant chaque chambre du Parlement. ».

Après débat, il est convenu d'adopter la motion d'amendement, avec dissidence.

Il est convenu d'adopter l'article 36 modifié; le sénateur Segal s'abstient.

Le président demande si l'article 36.1 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 36.1 :

a) à la page 20,

(i) dans la version anglaise, par substitution, à la ligne 19, de ce qui suit :

« cause the proposed regulation to be laid before each House »,

(ii) par substitution, aux lignes 19 à 27, de ce qui suit :

« (2) Le comité compétent du Sénat peut être saisi du projet de règlement, procéder à l'étude de celui-ci et faire part de ses conclusions au Sénat.

(3) Le Comité permanent de la santé de la Chambre des communes ou, à défaut, le comité compétent d'après le règlement de celle-ci, est saisi d'office du projet de règlement et peut procéder à l'étude de celui-ci et faire part de ses conclusions à la Chambre. ».

(iii) par substitution, à la ligne 31, de ce qui suit :

« dépôt devant les deux chambres du Parlement; »,

(iv) par substitution, à la ligne 33, de ce qui suit :

« dépôt devant les deux chambres du Parlement; »,

(b) on page 21,

(i) by replacing line 2 with the following:

“Minister shall cause to be laid before that House a statement”, and

(ii) by replacing lines 5 to 7 with the following:

“before both Houses of Parliament need not again be so laid prior to the making of the regulation, unless it has been materially or substantially altered other than in accordance with the recommendations, if any, of the committee of either House.

(7) For the purposes of subsection (4), “sitting day” means a day on which either House of Parliament sits.”.

After debate, it was agreed that the motion in amendment carry, on division.

It was agreed that clause 36.1, as amended, carry, with Senator Segal abstaining.

The chair asked whether clause 36.2 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 36.2, on page 21, by replacing lines 19 to 21 with the following:

“before either House of Parliament, the Minister shall cause a statement of his or her reasons to be laid before each House of Parliament on any of the first 15 days on which that House is sitting after the regulation is made.”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

It was agreed that clause 36.2, as amended, carry.

It was agreed that clause 37 carry.

It was agreed that clause 38 carry.

It was agreed that clause 39 carry.

It was agreed that clause 40 carry.

It was agreed that clause 41 carry.

It was agreed that clause 42 carry.

b) à la page 21,

(i) par substitution, à la ligne 1, de ce qui suit :

« tions que contient un rapport, le ministre fait déposer »,

(ii) par substitution, aux lignes 5 et 6, de ce qui suit :

« nouveau le projet de règlement devant les deux chambres du Parlement sauf s’il a subi des modifications de fond qui ne concordent pas avec les recommandations formulées, le cas échéant, par le comité de l’une ou l’autre chambre.

(7) Pour l’application du paragraphe (4), « jour de séance » s’entend d’un jour où l’une ou l’autre chambre siège. ».

Après débat, il est convenu d’adopter la motion d’amendement, avec dissidence.

Il est convenu d’adopter l’article 36.1 modifié; le sénateur Segal s’abstient.

Le président demande si l’article 36.2 est adopté.

L’honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l’article 36.2, à la page 21, par substitution, aux lignes 16 à 20, de ce qui suit :

« (2) Dans les quinze premiers jours de séance suivant la prise du règlement, le ministre fait déposer devant chaque chambre du Parlement une déclaration énonçant les motifs sur lesquels il se fonde, en application du paragraphe (1), pour ne pas avoir déposé le projet de règlement. ».

Après débat, la motion d’amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d’adopter l’article 36.2 modifié.

Il est convenu d’adopter l’article 37.

Il est convenu d’adopter l’article 38.

Il est convenu d’adopter l’article 39.

Il est convenu d’adopter l’article 40.

Il est convenu d’adopter l’article 41.

Il est convenu d’adopter l’article 42.

It was agreed that clause 43 carry.

The chair asked whether clause 44 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 44, on page 24,

(a) by replacing lines 11 and 12 with the following:

“analyst or review panel purporting to have been signed by that person or a member of that panel is admissible in”; and

(b) by replacing lines 21 and 22 with the following:

“analyst or review panel that appears to have been certified under the signature of that person or a member of that panel”.

The question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

It was agreed that clause 44, as amended, carry.

It was agreed that clause 45 carry.

It was agreed that clause 46 carry.

It was agreed that clause 47 carry, with Senator Segal abstaining.

It was agreed that clause 48 carry.

It was agreed that clause 49 carry.

It was agreed that clause 50 carry.

The chair asked whether clause 51 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 51, on page 28, by replacing line 20 with the following:

“(a) the person is liable to pay the amount set out in the”.

After debate and with leave, the motion in amendment was withdrawn.

It was agreed that clause 51 carry.

It was agreed that clause 52 carry.

It was agreed that clause 53 carry.

Il est convenu d'adopter l'article 43.

Le président demande si l'article 44 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 44, à la page 24,

a) par substitution, aux lignes 9 et 10, de ce qui suit :

« par le ministre, l'inspecteur ou un membre du comité de révision est admissible en preuve sans qu'il soit »;

b) par substitution, à la ligne 17, de ce qui suit :

« l'analyste ou un membre du comité de révision et paraissant certifié ».

La motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d'adopter l'article 44 modifié.

Il est convenu d'adopter l'article 45.

Il est convenu d'adopter l'article 46.

Il est convenu d'adopter l'article 47; le sénateur Segal s'abstient.

Il est convenu d'adopter l'article 48.

Il est convenu d'adopter l'article 49.

Il est convenu d'adopter l'article 50.

Le président demande si l'article 51 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 51, à la page 28, dans la version anglaise, par substitution, à la ligne 20, de ce qui suit :

« (a) the person is liable to pay the amount set out in the ».

Après débat et avec la permission de la présidence, la motion d'amendement est retirée.

Il est convenu d'adopter l'article 51.

Il est convenu d'adopter l'article 52.

Il est convenu d'adopter l'article 53.

It was agreed that clause 54 carry.

It was agreed that clause 55 carry.

The chair asked whether clause 56 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 56, on page 31, by replacing lines 4 and 5 with the following:

“56. (1) In a proceeding in relation to a violation, it is a defence for the person named in the notice of violation to establish”.

The question being put on the motion in amendment, it was negated on the following vote:

YEAS

The Honourable Senators

Cordy, Day, Dyck, Fairbairn, P.C. — 4

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Callbeck, Eggleton, P.C., Pépin — 3

The question being put on whether clause 56 shall carry, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Eaton, Eggleton, P.C., Keon, Martin, Ogilvie, Pépin, Segal — 8

NAYS

The Honourable Senator

Day — 1

ABSTENTIONS

The Honourable Senators

Cordy, Dyck, Fairbairn, P.C. — 3

The chair asked whether clause 57 shall carry.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 57, on page 31, by replacing lines 18 to 22 with the following:

“57. The Minister shall not make a determination under subsection 53(1) that a person committed a violation unless the Minister is satisfied, on a balance of probabilities, that the person committed the violation identified in the notice of violation in which the person was named.”.

The question being put on the motion in amendment, it was adopted on the following vote:

Il est convenu d'adopter l'article 54.

Il est convenu d'adopter l'article 55.

Le président demande si l'article 56 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 56, à la page 31, par substitution, à la ligne 1, de ce qui suit :

« 56. (1) Dans le cadre de toute procédure en violation, le contrevenant peut invoquer en ».

La motion d'amendement, mise aux voix, est rejetée par le vote suivant :

POUR

Les honorables sénateurs

Cordy, Day, Dyck, Fairbairn, C.P. — 4

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Callbeck, Eggleton, C.P., Pépin — 3

L'article 56, mis aux voix, est adopté par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Eaton, Eggleton, C.P., Keon, Martin, Ogilvie, Pépin, Segal — 8

CONTRE

L'honorable sénateur

Day — 1

ABSTENTIONS

Les honorables sénateurs

Cordy, Dyck, Fairbairn, C.P. — 3

Le président demande si l'article 57 est adopté.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 57, à la page 31, par substitution, aux lignes 12 à 15, de ce qui suit :

« 57. Le ministre détermine la responsabilité du contrevenant aux termes du paragraphe 53(1) que s'il est convaincu, selon la prépondérance des probabilités, que celui-ci a commis la violation. ».

La motion d'amendement, mise aux voix, est adoptée par le vote suivant :

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C., Fairbairn, P.C. — 6

NAYS

The Honourable Senators

Eaton, Keon, Ogilvie — 3

ABSTENTIONS

The Honourable Senators

Pépin, Segal — 2

It was agreed that clause 57, as amended, carry.

It was agreed that clause 58 carry.

It was agreed that clause 59 carry.

It was agreed that clause 60 carry.

It was agreed that clause 61 carry.

It was agreed that clause 62 carry.

It was agreed that clause 63 carry.

It was agreed that clause 63.1 carry.

It was agreed that clause 64 carry.

It was agreed that clause 65 carry.

It was agreed that clause 66 carry.

It was agreed that clause 67 carry.

It was agreed that clause 68 carry.

It was agreed that clause 69 carry.

It was agreed that clause 70 carry.

It was agreed that clause 71 carry.

It was agreed that clause 72 carry.

It was agreed that schedule 1 carry.

It was agreed that schedule 2 carry.

The committee resumed consideration of clause 8 and the motion in amendment of the Honourable Senator Day:

That Bill C-6 be amended in clause 8, on page 6, by replacing lines 2 and 3 with the following:

“section 30 or is the subject of a”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P., Fairbairn, C.P. — 6

CONTRE

Les honorables sénateurs

Eaton, Keon, Ogilvie — 3

ABSTENTIONS

Les honorables sénateurs

Pépin, Segal — 2

Il est convenu d'adopter l'article 57 modifié.

Il est convenu d'adopter l'article 58.

Il est convenu d'adopter l'article 59.

Il est convenu d'adopter l'article 60.

Il est convenu d'adopter l'article 61.

Il est convenu d'adopter l'article 62.

Il est convenu d'adopter l'article 63.

Il est convenu d'adopter l'article 63.1.

Il est convenu d'adopter l'article 64.

Il est convenu d'adopter l'article 65.

Il est convenu d'adopter l'article 66.

Il est convenu d'adopter l'article 67.

Il est convenu d'adopter l'article 68.

Il est convenu d'adopter l'article 69.

Il est convenu d'adopter l'article 70.

Il est convenu d'adopter l'article 71.

Il est convenu d'adopter l'article 72.

Il est convenu d'adopter l'annexe 1.

Il est convenu d'adopter l'annexe 2.

Le comité reprend l'étude de l'article 8 et de la motion d'amendement de l'honorable sénateur Day :

Que le projet de loi C-6 soit modifié à l'article 8, à la page 6, par substitution, aux lignes 3 et 4, de ce qui suit :

« l'article 30, soit fait volontairement au ».

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

It was agreed that clause 8, as amended, carry.

The committee resumed consideration of clause 2.

The Honourable Senator Day moved:

That Bill C-6 be amended in clause 2, on page 4, by replacing lines 19 and 20 with the following:

““review panel” means an individual or individuals designated as an independent review panel under section 33.”.

After debate, the question being put on the motion in amendment, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Day, Dyck, Eggleton, P.C.,
Fairbairn, P.C., Pépin — 7

NAYS

The Honourable Senators

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

The Honourable Senators

Nil

It was agreed that clause 2, as amended, carry.

It was agreed that preamble carry.

It was agreed that clause 1, which contains the short title, carry.

It was agreed that the title carry.

The chair asked whether the bill, as amended shall, carry.

The question being put on the motion, it was adopted on the following vote:

YEAS

The Honourable Senators

Callbeck, Cordy, Dyck, Eaton, Eggleton, P.C., Fairbairn, P.C.,
Keon, Martin, Ogilvie, Pépin — 10

NAYS

The Honourable Senator

Day — 1

ABSTENTIONS

The Honourable Senator

Segal — 1

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d'adopter l'article 8 modifié.

Le comité reprend l'étude de l'article 2.

L'honorable sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 2 :

a) à la page 3, par adjonction, après la ligne 6, de ce qui suit :

« « comité de révision » Individu ou groupe d'individus désigné à titre de comité de révision indépendant en vertu de l'article 33. »;

b) à la page 4, par suppression des lignes 23 et 24.

Après débat, la motion d'amendement, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Day, Dyck, Eggleton, C.P.,
Fairbairn, C.P., Pépin — 7

CONTRE

Les honorables sénateurs

Eaton, Keon, Martin, Ogilvie, Segal — 5

ABSTENTIONS

Les honorables sénateurs

Aucune

Il est convenu d'adopter l'article 2 modifié.

Il est convenu d'adopter le préambule.

Il est convenu d'adopter l'article 1, le titre abrégé.

Il est convenu d'adopter le titre.

Le président demande si le projet de loi modifié est adopté.

La motion, mise aux voix, est adoptée par le vote suivant :

POUR

Les honorables sénateurs

Callbeck, Cordy, Dyck, Eaton, Eggleton, C.P., Fairbairn, C.P.,
Keon, Martin, Ogilvie, Pépin — 10

CONTRE

L'honorable sénateur

Day — 1

ABSTENTIONS

L'honorable sénateur

Segal — 1

It was agreed that the chair report the bill, as amended, to the Senate.

At 6:04 p.m., the committee proceeded to consider a draft agenda (future business).

It was agreed that the committee would hold a meeting on Bill S-201, An Act to amend the Library and Archives of Canada Act (National Portrait Gallery), on Thursday, December 3, 2009 at which time it would hear from the sponsor of the Bill, the Honourable Senator Grafstein.

At 6:06 p.m., the committee adjourned to the call of the chair.

ATTEST:

Le greffier suppléant du comité,

Gérald Lafrenière

Acting Clerk of the Committee

OTTAWA, Thursday, December 3, 2009

(27)

[English]

The Standing Senate Committee on Social Affairs, Science and Technology met this day at 10:46 a.m. in room 2, Victoria Building, the chair, the Honourable Art Eggleton, P.C., presiding.

Members of the committee present: The Honourable Senators Cordy, Dyck, Eaton, Eggleton, P.C., Fairbairn, P.C., Martin, Nolin, Ogilvie, Pépin and Segal (10).

In attendance: Havi Echenberg and Daniel Thompson Analysts, Parliamentary Information and Research Service, Library of Parliament.

Also in attendance: The official reporters of the Senate.

Pursuant to the order of reference adopted by the Senate on Tuesday, December 1, 2009, the committee began its study on Bill S-201, An Act to amend the Library and Archives of Canada Act (National Portrait Gallery).

WITNESS:

The Honourable Senator Jerahmiel S. Grafstein, sponsor of the bill.

The chair made a statement.

The Honourable Senator Grafstein made a statement and answered questions.

At 12:06 p.m., the committee adjourned to the call of the chair.

ATTEST:

La greffière suppléante du comité,

Vanessa Moss-Norbury

Acting Clerk of the Committee

Il est convenu de demander au président de faire rapport du projet de loi modifié au Sénat.

À 18 h 4, le comité entreprend l'examen d'un ordre du jour provisoire (travaux futurs).

Il est convenu de tenir une séance du comité le jeudi 3 décembre 2009 à propos du projet de loi S-201, Loi modifiant la Loi sur la Bibliothèque et les Archives du Canada (Musée national du portrait) et d'entendre le témoignage du parrain du projet de loi, l'honorable sénateur Grafstein.

À 18 h 6, le comité suspend ses travaux jusqu'à nouvelle convocation de la présidence.

ATTESTÉ :

OTTAWA, le jeudi 3 décembre 2009

(27)

[Traduction]

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie se réunit aujourd'hui, à 10 h 46, dans la salle 2 de l'édifice Victoria, sous la présidence de l'honorable Art Eggleton, C.P. (*président*).

Membres du comité présents : Les honorables sénateurs Cordy, Dyck, Eaton, Eggleton, C.P., Fairbairn, C.P., Martin, Nolin, Ogilvie, Pépin et Segal (10).

Également présents : Havi Echenberg et Daniel Thompson, analystes, Service d'information et de recherche parlementaires, Bibliothèque du Parlement.

Aussi présents : Les sténographes officiels du Sénat.

Conformément à l'ordre de renvoi adopté par le Sénat le mardi 1^{er} décembre 2009, le comité entreprend son examen du projet de loi S-201, Loi modifiant la Loi sur la Bibliothèque et les Archives du Canada (Musée national du portrait).

TÉMOIN :

L'honorable sénateur Jerahmiel S. Grafstein, parrain du projet de loi.

Le président prend la parole.

L'honorable sénateur Grafstein fait un exposé, puis répond aux questions.

À 12 h 6, le comité suspend ses travaux jusqu'à nouvelle convocation de la présidence.

ATTESTÉ :

OTTAWA, Thursday, December 10, 2009
(28)

[English]

The Standing Senate Committee on Social Affairs, Science and Technology met this day at 10:50 a.m. in room 2, Victoria Building, the chair, the Honourable Art Eggleton, P.C., presiding.

Members of the committee present: The Honourable Senators Callbeck, Cordy, Dyck, Eaton, Eggleton, P.C., Fairbairn, P.C., Keon, Martin, Ogilvie, Pépin and Segal (11).

In attendance: Havi Echenberg and Daniel Thompson Analysts, Parliamentary Information and Research Service, Library of Parliament.

Also in attendance: The official reporters of the Senate.

Pursuant to the order of reference adopted by the Senate on Tuesday, June 2, 2009, the committee continued its study on accessibility of postsecondary education in Canada. (*For complete text of the order of reference, see proceedings of the committee, Issue No. 7*)

WITNESSES:

National Aboriginal Achievement Foundation:

Roberta Jamieson, President and Chief Executive Officer;
Noella Steinhauer, Director of Education.

National Aboriginal Caucus of the Canadian Federation of Students:

Jaden Keitlah, Chairperson.

Indian and Northern Affairs Canada:

Kathleen Keenan, Director General of Education.

The chair made a statement.

Ms. Jamieson, Mr. Keitlah and Ms. Keenan made statements and, with Ms. Steinhauer, answered questions.

At 11:50 a.m., Senator Keon took the chair.

A 12:23 p.m., the committee adjourned to the call of the chair.

ATTEST:

Le greffier suppléant du comité,

Denis Robert

Acting Clerk of the Committee

OTTAWA, le jeudi 10 décembre 2009
(28)

[Traduction]

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie se réunit aujourd'hui, à 10 h 50, dans la salle 2 de l'édifice Victoria, sous la présidence de l'honorable Art Eggleton, C.P. (*président*).

Membres du comité présents : Les honorables sénateurs Callbeck, Cordy, Dyck, Eaton, Eggleton, C.P., Fairbairn, C.P., Keon, Martin, Ogilvie, Pépin et Segal (11).

Également présents : Havi Echenberg et Daniel Thompson, analystes, Service d'information et de recherche parlementaires, Bibliothèque du Parlement.

Aussi présents : Les sténographes officiels du Sénat.

Conformément à l'ordre de renvoi adopté par le Sénat le mardi 2 juin 2009, le comité poursuit son étude sur l'accessibilité à l'éducation postsecondaire au Canada. (*Le texte intégral de l'ordre de renvoi figure au fascicule n° 7 des délibérations du comité.*)

TÉMOINS :

Fondation nationale des réalisations autochtones :

Roberta Jamieson, présidente-directrice générale;
Noella Steinhauer, directrice de l'éducation.

Caucus national des Autochtones de la Fédération canadienne des étudiantes et étudiants :

Jaden Keitlah, président.

Affaires indiennes et du Nord Canada :

Kathleen Keenan, directrice générale de l'éducation.

Le président prend la parole.

Mme Jamieson, M. Keitlah et Mme Keenan font un exposé, puis, avec l'aide de Mme Steinhauer, répondent aux questions.

À 11 h 50, le sénateur Keon prend place dans le fauteuil.

À 12 h 23, le comité suspend ses travaux jusqu'à nouvelle convocation de la présidence.

ATTESTÉ :

REPORTS OF THE COMMITTEE

Thursday, November 26, 2009

The Standing Senate Committee on Social Affairs, Science and Technology has the honour to present its

ELEVENTH REPORT

Your committee, which was authorized by the Senate on February 24, 2009, to examine and report on current social issues pertaining to Canada's largest cities, respectfully requests supplementary funds for the fiscal year ending March 31, 2010.

The original budget application submitted to the Standing Committee on Internal Economy, Budgets and Administration and the report thereon of that committee were printed in the Journals of the Senate on April 23, 2009. On April 28, 2009, the Senate approved the release of \$236,843 to the committee.

Pursuant to Chapter 3:06, section 2(1)(c) of the *Senate Administrative Rules*, the supplementary budget submitted to the Standing Committee on Internal Economy, Budgets and Administration and the report thereon of that committee are appended to this report.

Respectfully submitted,

RAPPORTS DU COMITÉ

Le jeudi 26 novembre 2009

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie a l'honneur de présenter son

ONZIÈME RAPPORT

Votre comité, qui a été autorisé par le Sénat le 24 février 2009 à étudier, afin d'en faire rapport sur les questions d'actualité des grandes villes, demande respectueusement des fonds supplémentaires pour l'exercice financier se terminant le 31 mars 2010.

Le budget initial présenté au Comité permanent de la régie interne, des budgets et de l'administration ainsi que le rapport s'y rapportant ont été imprimés dans les Journaux du Sénat le 23 avril 2009. Le 28 avril 2009, le Sénat a approuvé un déblocage de fonds de 236 843 \$ au comité.

Conformément au chapitre 3 :06, article 2(1)(c) du *Règlement administratif du Sénat*, le budget supplémentaire présenté au Comité permanent de la régie interne, des budgets et de l'administration ainsi que le rapport s'y rapportant sont annexés au présent rapport.

Respectueusement soumis,

Le président,

ART EGGLETON

Chair

**SUBCOMMITTEE ON CITIES
STANDING SENATE COMMITTEE ON
SOCIAL AFFAIRS, SCIENCE AND TECHNOLOGY**

**SPECIAL STUDY ON CURRENT SOCIAL ISSUES
PERTAINING TO CANADA'S LARGEST CITIES**

SUPPLEMENTARY BUDGET

**EXPLANATION OF BUDGET ITEMS
APPLICATION FOR BUDGET AUTHORIZATION
FOR THE FISCAL YEAR ENDING MARCH 31, 2010**

Extract from the *Journals of the Senate* of Tuesday, February 24, 2009:

The Honourable Senator Eggleton, P.C., moved, seconded by the Honourable Senator Fairbairn, P.C.:

That the Standing Senate Committee on Social Affairs, Science and Technology be authorized to examine and report on current social issues pertaining to Canada's largest cities. In particular, the Committee shall be authorized to examine:

- (a) poverty, housing and homelessness;
- (b) social inclusion and cohesion;
- (c) urban economies;
- (d) models for collaboration and co-operation among governments;

That the study be national in scope, and include a focus on the largest urban community in each of the provinces;

That the study report include proposed solutions, with an emphasis on collaborative strategies involving federal, provincial and municipal governments;

That the papers and evidence received and taken and work accomplished by the Committee on this subject since the beginning of the First Session of the Thirty-Ninth Parliament be referred to the Committee; and

That the Committee submit its final report no later than October 30, 2011, and that the Committee retain all powers necessary to publicize its findings until 180 days after the tabling of the final report.

The question being put on the motion, it was adopted.

**SOUS-COMITÉ SUR LES VILLES
COMITÉ SÉNATORIAL PERMANENT
DES AFFAIRES SOCIALES, DES SCIENCES ET DE LA
TECHNOLOGIE**

**ÉTUDE SPÉCIALE SUR LES QUESTIONS D'ACTUALITÉ
DES GRANDES VILLES CANADIENNES**

DEMANDE SUPPLÉMENTAIRE

**DEMANDE D'AUTORISATION DE BUDGET POUR
L'EXERCICE FINANCIER SE TERMINANT
LE 31 MARS 2010**

Extrait des *Journaux du Sénat* du mardi 24 février 2009 :

L'honorable sénateur Eggleton, C.P., propose, appuyé par l'honorable sénateur Fairbairn, C.P.,

Que le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie soit autorisé à examiner, pour en faire rapport, des enjeux sociaux d'actualité pour les grandes villes canadiennes. Que le comité soit plus particulièrement autorisé à examiner :

- a) la pauvreté, le logement et l'itinérance;
- b) la cohésion et l'inclusion sociales;
- c) les économies urbaines;
- d) des modèles de collaboration et de coopération entre gouvernements;

Que l'étude soit nationale et accorde une attention spéciale à la plus importante collectivité urbaine de chacune des provinces;

Que le rapport propose des solutions, en mettant l'accent sur la coopération entre les administrations fédérale, provinciales et municipales;

Que les documents reçus, les témoignages entendus, et les travaux accomplis par le comité sur ce sujet depuis le début de la première session de la trente-neuvième législature soient renvoyés au comité;

Que le comité présente son rapport final au plus tard le 30 juin 2011 et qu'il conserve tous les pouvoirs nécessaires pour diffuser ses conclusions dans les 180 jours suivant le dépôt du rapport final.

La motion, mise aux voix, est adoptée.

Le greffier du Sénat,

Paul C. Bélisle

Clerk of the Senate

SUMMARY OF EXPENDITURES

Professional and Other Services	\$ 3,000
Transportation and Communications	0
All Other Expenditures	<u>12,000</u>
TOTAL	\$ 15,000

The above budget was approved by the Standing Senate Committee on Social Affairs, Science and Technology on Thursday, October 29, 2009.

The undersigned or an alternate will be in attendance on the date that this budget is considered.

Date Art Eggleton, P.C.
Chair, Standing Senate Committee on
Social Affairs, Science and Technology

Date George J. Furey
Chair, Standing Senate Committee on
Internal Economy, Budgets and
Administration

SOMMAIRE DES DÉPENSES

Services professionnels et autres	3 000 \$
Transports et communications	0
Autres dépenses	<u>12 000</u>
TOTAL	15 000 \$

Le budget ci-dessus a été approuvé par le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie le jeudi 29 octobre 2009.

Le soussigné ou son remplaçant assistera à la séance au cours de laquelle le présent budget sera étudié.

Date Art Eggleton, C.P.
Président du Comité sénatorial permanent
des affaires sociales, des sciences et de la
technologie

Date George J. Furey
Président du Comité permanent de la régie
interne, des budgets et de l'administration

HISTORICAL INFORMATION

Fiscal year	2006- 2007	2007- 2008		2008- 2009	2008- 2009
Total approved	\$2,500	1st Session \$172,653	2nd Session \$40,000	\$327,000	\$236,843
Expenditures	\$368	\$20,381	\$2,465	\$96,713	

DONNÉES ANTÉRIEURES

Année financière	2006- 2007	2007- 2008		2008- 2009	2008- 2009
Budget approuvé	2 500 \$	1 ^{re} session 172 653 \$	2 ^e Session 40 000 \$	327 000 \$	236 843 \$
Total des dépenses	368 \$	20 381 \$	2 465 \$	96 713 \$	

SUBCOMMITTEE ON CITIES
STANDING SENATE COMMITTEE ON
SOCIAL AFFAIRS, SCIENCE AND TECHNOLOGY
SPECIAL STUDY ON CURRENT SOCIAL ISSUES
PERTAINING TO CANADA'S LARGEST CITIES
SUPPLEMENTARY BUDGET
EXPLANATION OF BUDGET ITEMS
APPLICATION FOR BUDGET AUTHORIZATION
FOR THE FISCAL YEAR ENDING MARCH 31, 2010

GENERAL EXPENSES

PROFESSIONAL AND OTHER SERVICES

1.	Communication services (0303) <i>(30 hours, \$100/hour, Graphic designer)</i>	\$3,000	
	Sub-total		\$3,000

ALL OTHER EXPENDITURES

	OTHER		
1.	Miscellaneous expenses (0798)	\$1,000	
	PRINTING		
2.	Printing (0321)	\$11,000	
	Sub-total		\$12,000

Total of General Expenses **\$15,000**

Grand Total **\$15,000**

The Senate administration has reviewed this budget application.

Heather Lank, Principal Clerk,
Committees Directorate

Date

Nicole Proulx, Director of Finance

Date

SOUS-COMITÉ SUR LES VILLES
COMITÉ SÉNATORIAL PERMANENT
DES AFFAIRES SOCIALES, DES SCIENCES ET DE LA TECHNOLOGIE
ÉTUDE SPÉCIALE SUR LES QUESTIONS D'ACTUALITÉ DES GRANDES VILLES CANADIENNES
DEMANDE SUPPLÉMENTAIRE
DEMANDE D'AUTORISATION DE BUDGET POUR
L'EXERCICE FINANCIER SE TERMINANT LE 31 MARS 2010

DÉPENSES GÉNÉRALES

SERVICES PROFESSIONNELS ET AUTRES

1.	Consultant en communication (0303) <i>(30 heures, 100\$/heure, designer graphique)</i>	3 000 \$
	Sous-total	3 000 \$

AUTRES DÉPENSES

AUTRES

1.	Frais divers (0798)	1 000 \$
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IMPRESSION

1.	Impressions (0321)	11 000 \$
	Sous-total	12 000 \$

Total des dépenses générales **15 000 \$**

Grand Total **15 000 \$**

L'administration du Sénat a examiné la présente demande d'autorisation budgétaire.

 Heather Lank, greffière principale,
 Direction des comités

 Date

 Nicole Proulx, directrice des Finances

 Date

APPENDIX (B) TO THE REPORT

Thursday, November 26, 2009

The Standing Committee on Internal Economy, Budgets and Administration has examined the budget presented to it by the Standing Senate Committee on Social Affairs, Science and Technology (Subcommittee on Cities) for the proposed expenditures of the said Committee for the fiscal year ending March 31, 2010 for the purpose of its special study on current social issues pertaining to Canada's largest cities, as authorized by the Senate on Tuesday, February 24, 2010. The said budget is as follows:

Professional and Other Services	\$ 3,000
Transportation and Communications	\$ 0
All Other Expenditures	\$ 12,000
Total	\$ 15,000

Respectfully submitted,

Le président,

GEORGE J. FUREY

Chair

Thursday, December 3, 2009

The Standing Senate Committee on Social Affairs, Science and Technology has the honour to present its

TWELFTH REPORT

Your committee, to which was referred Bill C-6, An Act to respecting the safety of consumer products, has, in obedience to the order of reference of Wednesday, October 7, 2009, examined the said Bill and now reports the same with the following amendments:

1. *Page 4, clause 2:* Replace lines 19 and 20 with the following:

““review panel” means an individual or individuals designated as an independent review panel under section 33.”.

2. *Page 5, clause 7:* Replace lines 23 and 24 with the following:

“section 30 or is the subject of a”.

3. *Page 6, clause 8:* Replace lines 2 and 3 with the following:

“section 30 or is the subject of a”.

4. *Page 8, clause 14:* Replace line 10 with the following:

“including a serious injury, and that occurred under circumstances that indicate that the product may pose a danger to human health or safety;”.

ANNEXE (B) AU RAPPORT

Le jeudi 26 novembre 2009

Le Comité permanent de la régie interne, des budgets et de l'administration a examiné le budget qui lui a été présenté par le Comité sénatorial permanent des affaires sociales, sciences et technologie (Sous-comité sur les villes) concernant les dépenses projetées dudit Comité pour l'exercice se terminant le 31 mars 2010 aux fins de leur étude spéciale sur les questions d'actualité des grandes villes canadiennes, tel qu'autorisé par le Sénat le mardi 24 février 2009. Ledit budget se lit comme suit :

Services professionnels et autres	3 000 \$
Transports et communications	0 \$
Autres dépenses	12 000 \$
Total	15 000 \$

Respectueusement soumis,

Le président,

GEORGE J. FUREY

Chair

Le jeudi 3 décembre 2009

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie a l'honneur de présenter son

DOUZIÈME RAPPORT

Votre comité, auquel a été renvoyé le projet de loi C-6, Loi concernant la sécurité des produits consommation, a, conformément à l'ordre de renvoi du mercredi 7 octobre 2009, examiné ledit projet de loi et en fait maintenant rapport avec les modifications suivantes :

1. *Pages 3 et 4, article 2 :*

a) à la page 3, ajouter après la ligne 6 ce qui suit :

« « comité de révision » Individu ou groupe d'individus désigné à titre de comité de révision indépendant en vertu de l'article 33 »;

b) à la page 4, supprimer les lignes 23 et 24.

2. *Page 5, article 7 :* Remplacer les lignes 29 et 30 par ce qui suit :

« l'article 30, soit fait volontairement au ».

3. *Page 6, article 8 :* Remplacer les lignes 3 et 4 par ce qui suit :

« l'article 30, soit fait volontairement au ».

4. *Page 8, article 14 :* Remplacer la ligne 9 par ce qui suit :

« des blessures graves, et qui s'est produit dans des circonstances indiquant que le produit peut présenter un danger pour la santé ou la sécurité humaines; ».

5. Page 9, clause 15:

(a) replace lines 12 and 13 with the following:

“**15.** (1) The Minister may disclose personal information related to a consumer product to a person or a government that”; and

(b) replace lines 17 to 19 with the following:

“relates if

(a) the disclosure is necessary to identify or address a serious danger to human health or safety; and

(b) the person to whom or government to which the information may be disclosed agrees in writing to maintain the confidentiality of the information and to use it only for the purpose of carrying out those functions.

(2) The Minister shall provide prior notice of the intended disclosure to the individual to whom the personal information relates unless doing so would endanger human health or safety.

(3) If the Minister discloses personal information under subsection (1) without providing prior notice, he or she shall, as soon as practicable but not later than six months after the disclosure, notify the individual to whom the personal information relates.”.

6. Page 9, clause 16:

(a) replace line 20 with the following:

“**16.** (1) The Minister may disclose confidential”;

(b) replace line 27 with the following:

“relates if the”; and

(c) add after line 32 the following:

“(2) The Minister may make a disclosure under subsection (1) only for the purpose of protecting human health or safety or the environment.

(3) The Minister shall provide prior notice of the intended disclosure to the person to whose business or affairs the information relates unless doing so would endanger human health or safety or the environment.

(4) If the Minister discloses confidential business information under subsection (1) without providing prior notice, he or she shall, as soon as practicable but not later than six months after the disclosure, notify the person to whose business or affairs the information relates.”.

5. Page 9, article 15 :

a) remplacer la ligne 10 par ce qui suit :

« **15.** (1) Le ministre peut communiquer à toute »;

b) remplacer les lignes 14 à 18 par ce qui suit :

« nels relatifs à un produit de consommation et se rapportant à un individu sans obtenir son consentement, si :

a) cela est nécessaire pour établir l'existence d'un danger pour la santé ou la sécurité humaines qui est grave ou remédier à ce danger;

b) la personne ou l'administration à laquelle ces renseignements peuvent être communiqués consent par écrit à préserver leur confidentialité et à les utiliser seulement dans l'exercice de ses fonctions.

(2) Le ministre avise au préalable la personne en cause de son intention de communiquer des renseignements personnels, sauf dans le cas où cela présente un danger pour la santé ou la sécurité humaines.

(3) S'il communique des renseignements personnels en vertu du paragraphe (1) sans donner de préavis, le ministre en avise la personne en cause dans les meilleurs délais et au plus tard six mois après leur communication. ».

6. Page 9, article 16 :

a) remplacer la ligne 19 par ce qui suit :

« **16.** (1) Le ministre peut communiquer à toute »;

b) remplacer les lignes 26 et 27 par ce qui suit :

« activités sans obtenir son consentement, s'il conclut avec le destinataire des »;

c) ajouter après la ligne 31 ce qui suit :

« (2) Le ministre ne peut communiquer les renseignements visés au paragraphe (1) que dans le but de protéger la santé ou la sécurité humaines ou l'environnement.

(3) Le ministre avise au préalable la personne en cause de son intention de communiquer des renseignements commerciaux confidentiels, sauf dans le cas où cela présente un danger pour la santé ou la sécurité humaines ou l'environnement.

(4) S'il communique des renseignements commerciaux confidentiels en vertu du paragraphe (1) sans donner de préavis, le ministre en avise la personne en cause dans les meilleurs délais et au plus tard six mois après leur communication. ».

7. Pages 11 and 12, clause 20:

(a) on page 11, replace line 19 with the following:

“by means of or in relation to which the inspector believes on reasonable grounds any provision of this Act or the regulations has been contravened, or”; and

(b) on page 12, replace line 9 with the following:

“property.”.

8. Pages 12 and 13, clause 21:

(a) on page 12,

(i) replace line 17 with the following:

“20(1) is an office or a dwelling-house, an inspector may not”,

(ii) replace line 24 with the following:

“person who is named in it to enter an office or a dwelling-”,

(iii) replace line 27 with the following:

“(a) the office or dwelling-house is a place described in”,

(iv) replace line 29 with the following:

“(b) entry to the office or dwelling-house is necessary”, and

(v) replace line 32 with the following:

“(c) entry to the office or dwelling-house was refused”; and

(b) on page 13, add after line 9 the following:

“(5) In this section, “office” means a self-contained room or place that is used as a business office, but does not include a room or place in which a consumer product is manufactured, packaged, stored, advertised to the public, sold, labelled, tested or transported.

(6) For the purposes of subsection (5), “sold” means exposed for sale, lease, or distribution to one or more persons, or in possession for the purposes of sale, lease, or distribution to one or more persons.”.

9. Pages 14 and 15, clause 30:

(a) on page 14,

(i) replace the heading “INSPECTORS’ ORDERS” preceding clause 30 with the following:

“ORDERS”, and

7. Pages 11 et 12, article 20 :

a) à la page 11, remplacer la ligne 16 par ce qui suit :

« loi ou les règlements qui s’y trouve, s’il a des motifs raisonnables de croire que cet article a servi ou donné lieu à une contravention à la présente loi ou à ses règlements, ou, le cas »;

b) à la page 12, remplacer les lignes 13 et 14 par ce qui suit :

« privée et y circuler. ».

8. Pages 12 et 13, article 21 :

a) à la page 12,

(i) remplacer la ligne 21 par ce qui suit :

« 21. (1) Dans le cas d’un bureau ou d’une maison d’habita- »,

(ii) remplacer la ligne 29 par ce qui suit :

« d’un bureau ou d’une maison d’habitation s’il est convaincu, »,

(iii) remplacer la ligne 32 par ce qui suit :

« a) le bureau ou la maison d’habitation est un lieu visé au »,

(iv) dans la version anglaise, remplacer la ligne 29 par ce qui suit :

« (b) entry to the office or dwelling-house is necessary »,

(v) dans la version anglaise, remplacer la ligne 32 par ce qui suit :

« (c) entry to the office or dwelling-house was refused »;

b) à la page 13, ajouter après la ligne 10 ce qui suit :

« (5) Au présent article, « bureau » s’entend d’une pièce ou d’une installation autonome servant de bureau d’affaires, à l’exclusion de toute pièce ou installation où un produit de consommation est fabriqué, emballé, entreposé, vendu, étiqueté, mis à l’essai ou transporté ou encore où la publicité d’un tel produit est faite.

(6) Pour l’application du paragraphe (5), « vendu » s’entend du fait d’exposer pour la vente, la location ou la fourniture à une ou plusieurs personnes, ou d’avoir en sa possession pour la vente, la location ou la fourniture à une ou plusieurs personnes. ».

9. Page 14, article 30 :

a) remplacer à l’intertitre « ORDRES DES INSPECTEURS » précédant l’article 30 par ce qui suit :

« ORDRES »;

(ii) in clause 30,

(A) replace line 30 with the following:

“**30.** (1) Subject to this section, if the Minister believes on reason-”, and

(B) replace line 32 with the following:

“danger to human health or safety, he or she may”; and

(b) on page 15, add after line 2 the following:

“(3) Before making an order under subsection (1), the Minister shall issue a notice of opportunity for voluntary recall to the person

(a) stating the nature of the order that the Minister intends to make and a summary of the reasons for so intending;

(b) requesting that the person undertake a voluntary recall of the consumer product, or voluntarily carry out other measures that, in the opinion of the Minister, would be equally effective in addressing the danger to human health or safety posed by the product, within the specified time; and

(c) specifying the time within which the voluntary recall or other measures must be carried out.

(4) The Minister may not make an order under subsection (1) unless the person refuses the request contained in the notice or fails to carry out the voluntary recall or other measures within the specified time.

(5) Subsection (3) or (4) does not apply if the Minister believes on reasonable grounds that its application in the circumstances would pose an imminent danger to human health or safety.

(6) The Minister need not comply with subsections (3) and (4) if a notice of opportunity for voluntary recall was previously issued to the person in respect of the same or a substantially similar matter.”.

10. Page 15, clause 31:

(a) replace line 3 with the following:

“**31.** (1) Subject to this section, an inspector may order a person”;

(b) replace line 10 with the following:

“(b) the Minister has made an order under”; and

b) à l'article 30 :

(i) dans la version anglaise, remplacer la ligne 30 par ce qui suit :

« **30.** (1) Subject to this section, if the Minister believes on reason- »,

(ii) remplacer la ligne 35 par ce qui suit :

« le ministre peut ordonner à la personne qui »;

c) ajouter après la ligne 40 ce qui suit :

« (3) Avant de donner un ordre en vertu du paragraphe (1), le ministre remet à la personne un avis l'invitant à procéder volontairement à un rappel du produit de consommation, dans lequel il :

a) indique la nature de l'ordre qu'il entend donner ainsi que les motifs à l'appui;

b) lui demande de faire volontairement le rappel du produit de consommation ou de prendre volontairement d'autres mesures qui, selon lui, remédieraient tout aussi bien au danger pour la santé ou la sécurité humaines que présente le produit de consommation, et ce, dans le délai imparti;

c) précise le délai imparti pour faire le rappel volontaire ou prendre d'autres mesures.

(4) Le ministre ne donne un ordre en vertu du paragraphe (1) que si la personne n'a pas obtempéré à la demande formulée dans l'avis ou a omis de faire le rappel volontaire ou de prendre d'autres mesures dans le délai imparti.

(5) Les paragraphes (3) et (4) ne s'appliquent pas si le ministre a des motifs raisonnables de croire que leur application dans les circonstances présente un danger pour la santé ou la sécurité humaines qui est imminent.

(6) Le ministre n'est pas tenu de se conformer aux paragraphes (3) et (4) si un avis invitant la personne à faire un rappel volontaire a déjà été remis relativement à la même question ou à une question essentiellement semblable. ».

10. Page 15, article 31 :

a) remplacer la ligne 1 par ce qui suit :

« **31.** (1) Sous réserve du présent article, l'inspecteur peut ordonner à toute »;

b) remplacer la ligne 8 par ce qui suit :

« b) le ministre a donné un ordre en vertu de l'article 30 »;

(c) add after line 40 the following:

“(4) Before making an order pursuant to paragraph (1) (a) or (d), the inspector shall issue a notice of opportunity for voluntary compliance to the person

(a) stating the nature of the order that the inspector intends to make and a summary of the reasons for so intending;

(b) requesting that the person, in consultation with the inspector, determine and carry out, within the specified time, appropriate measures to achieve compliance with an order made under section 12 or to achieve compliance with this Act or the regulations, as the case may be, in relation to the consumer product; and

(c) specifying the time within which the measures must be carried out.

(5) The inspector may not make an order pursuant to paragraph (1)(a) or (d) unless

(a) the person refuses the request contained in the notice of opportunity for voluntary compliance;

(b) the person fails to carry out the measures requested in the notice of opportunity for voluntary compliance within the specified time; or

(c) the measures are not successful in achieving compliance, or the inspector believes on reasonable grounds that the measures will not be successful in achieving compliance, within the specified time.

(6) Subsection (4) or (5) does not apply if the inspector believes on reasonable grounds that its application in the circumstances would endanger human health or safety.

(7) The inspector need not comply with subsections (4) and (5) if an inspector has previously issued a notice of opportunity for voluntary compliance to the person in respect of the same or a substantially similar matter.”.

11. Page 16, clause 33: Replace lines 2 and 3 with the following:

“ual or class of individuals (other than an inspector) that are qualified as an independent review panel for the purpose of reviewing”.

12. Pages 16 and 17, clause 34:

(a) on page 16, replace lines 6 to 9 with the following:

“section, an order that is made under section 31 shall be reviewed on the written request of the person who was ordered to take a measure by the inspector”; and

(b) on page 17, replace line 3 with the following:

“to take a”.

c) ajouter après la ligne 35 ce qui suit :

« (4) Avant de donner l'ordre visé à l'alinéa (1)a) ou d), l'inspecteur délivre à la personne un avis de possibilité de se conformer volontairement qui :

a) mentionne la nature de l'ordre qu'il a l'intention de donner et les motifs justifiant cette intention;

b) demande que la personne, en consultation avec l'inspecteur, détermine et prenne, dans le délai imparti, les mesures nécessaires pour se conformer à l'ordre donné en vertu de l'article 12 ou à la présente loi ou à ses règlements, selon le cas, relativement au produit de consommation;

c) précise le délai dans lequel ces mesures doivent être prises.

(5) L'inspecteur peut donner l'ordre visé à l'alinéa (1)a) ou d) que dans l'un ou l'autre des cas suivants :

a) la personne refuse d'accéder à la demande formulée dans l'avis de possibilité de se conformer volontairement;

b) elle omet de prendre les mesures demandées dans l'avis de possibilité de se conformer volontairement, dans le délai imparti;

c) les mesures ne permettent pas d'assurer la conformité, ou l'inspecteur a des motifs raisonnables de croire qu'elles ne permettront pas d'assurer la conformité, dans le délai imparti.

(6) Les paragraphes (4) ou (5) ne s'appliquent pas si l'inspecteur a des motifs raisonnables de croire que leur application dans les circonstances mettrait en danger la santé ou la sécurité humaines.

(7) L'inspecteur n'est pas tenu de se conformer aux paragraphes (4) et (5) si un avis de possibilité de se conformer volontairement a déjà été délivré à la personne par un inspecteur relativement à un produit identique ou à peu près identique. ».

11. Page 16, article 33 : Remplacer les lignes 2 à 4 par ce qui suit :

« comité de révision indépendant tout individu — personnellement ou au titre de son appartenance à une catégorie donnée — compétent, sauf un inspecteur, pour procéder aux ».

12. Pages 16 et 17, article 34 :

a) à la page 16, remplacer les lignes 7 et 8, par ce qui suit :

« du présent article, l'ordre donné en vertu de l'article 31 ne peut être révisé que sur des »;

b) à la page 17, remplacer la ligne 3, dans la version anglaise, par ce qui suit :

« to take a ».

13. Pages 18 and 20, clause 36:

- (a) on page 18,
- (i) replace line 44 with the following:
“tor’s, analyst’s or review panel’s functions”, and
- (ii) replace line 46 with the following:
“or a review panel may exercise their powers;”; and
- (b) on page 20, add, after line 16, the following:
“(8) Within two years after the day on which this subsection comes into force, the Minister shall prepare a report describing the state of progress made in adopting, under this section, standards-related aspects of international trade agreements entered into by the Government of Canada and shall cause the report to be laid before each House of Parliament.”.

14. Pages 20 and 21 clause 36.1:

- (a) on page 20,
- (i) replace line 19 with the following:
“cause the proposed regulation to be laid before each House”,
- (ii) replace lines 21 to 32 with the following:
“(2) The proposed regulation may be referred to an appropriate committee of the Senate, which may review the proposed regulation and report its findings to the Senate.

(3) The proposed regulation stands referred to the Standing Committee on Health of the House of Commons or, in the event that there is not a Standing Committee on Health, the appropriate committee of the House as determined by the rules of the House, which may review the proposed regulation and report its findings to the House.”.
- (iii) replace line 36 with the following:
“tion is laid before both Houses of Parliament,”, and
- (iv) replace line 38 with the following:
“regulation is laid before both Houses of Parliament, and”; and
- (b) on page 21,
- (i) replace line 2 with the following:
“Minister shall cause to be laid before that House a statement”, and

13. Page 19, article 36 :

- a) à la page 19,
- (i) remplacer la ligne 2 par ce qui suit :
« pecteurs, des analystes et du comité de révision et les circons- »,
- (ii) remplacer la ligne 4 par ce qui suit :
« inspecteurs et du comité de révision; »;
- b) À la page 20, ajouter, après la ligne 15, ce qui suit :
« (8) Dans les deux ans suivant la date d’entrée en vigueur du présent paragraphe, le ministre prépare un rapport faisant état du progrès accompli dans l’adoption, conformément au présent article, des aspects normatifs des accords internationaux sur le commerce conclus par le gouvernement du Canada et le fait déposer devant chaque chambre du Parlement. ».

14. Pages 20 et 21, article 36.1 :

- a) à la page 20,
- (i) dans la version anglaise, remplacer à la ligne 19 par ce qui suit :
« cause the proposed regulation to be laid before each House »,
- (ii) remplacer les lignes 19 à 27 par ce qui suit :
« (2) Le comité compétent du Sénat peut être saisi du projet de règlement, procéder à l’étude de celui-ci et faire part de ses conclusions au Sénat.

(3) Le Comité permanent de la santé de la Chambre des communes ou, à défaut, le comité compétent d’après le règlement de celle-ci, est saisi d’office du projet de règlement et peut procéder à l’étude de celui-ci et faire part de ses conclusions à la Chambre. »,
- (iii) remplacer la ligne 31 par ce qui suit :
« dépôt devant les deux chambres du Parlement; »,
- (iv) remplacer la ligne 33 par ce qui suit :
« dépôt devant les deux chambres du Parlement; »;
- b) à la page 21,
- (i) remplacer la ligne 1 par ce qui suit :
« tions que contient un rapport, le ministre fait déposer »,

(ii) replace lines 5 to 7 with the following:

“before both Houses of Parliament need not again be so laid prior to the making of the regulation, unless it has been materially or substantially altered other than in accordance with the recommendations, if any, of the committee of either House.

(7) For the purposes of subsection (4), “sitting day” means a day on which either House of Parliament sits.”.

15. *Page 21, clause 36.2:* Replace lines 19 to 21 with the following:

“before either House of Parliament, the Minister shall cause a statement of his or her reasons to be laid before each House of Parliament on any of the first 15 days on which that House is sitting after the regulation is made.”.

16. *Page 24, clause 44:*

(a) replace lines 11 and 12 with the following:

“analyst or review panel purporting to have been signed by that person or a member of that panel is admissible in”; and

(b) replace lines 21 and 22 with the following:

“analyst or review panel that appears to have been certified under the signature of that person or a member of that panel”.

17. *Page 31, clause 57:* Replace lines 18 to 22 with the following:

“57. The Minister shall not make a determination under subsection 53(1) that a person committed a violation unless the Minister is satisfied, on a balance of probabilities, that the person committed the violation identified in the notice of violation in which the person was named.”.

Respectfully submitted,

(ii) remplacer les lignes 5 et 6 par ce qui suit :

« nouveau le projet de règlement devant les deux chambres du Parlement sauf s’il a subi des modifications de fond qui ne concordent pas avec les recommandations formulées, le cas échéant, par le comité de l’une ou l’autre chambre.

(7) Pour l’application du paragraphe (4), « jour de séance » s’entend d’un jour où l’une ou l’autre chambre siège. ».

15. *Page 21, article 36.2 :* Remplacer les lignes 16 à 20 par ce qui suit :

« (2) Dans les quinze premiers jours de séance suivant la prise du règlement, le ministre fait déposer devant chaque chambre du Parlement une déclaration énonçant les motifs sur lesquels il se fonde, en application du paragraphe (1), pour ne pas avoir déposé le projet de règlement. ».

16. *Page 24, article 44 :*

a) remplacer les lignes 9 et 10 par ce qui suit :

« par le ministre, l’inspecteur, l’analyste ou un membre du comité de révision est admissible en preuve sans qu’il soit »;

b) remplacer la ligne 17 par ce qui suit :

« l’analyste ou un membre du comité de révision et paraissant certifié ».

17. *Page 31, article 57 :* Remplacer les lignes 12 à 15 par ce qui suit :

« 57. Le ministre détermine la responsabilité du contrevenant aux termes du paragraphe 53(1) que s’il est convaincu, selon la prépondérance des probabilités, que celui-ci a commis la violation. ».

Respectueusement soumis,

Le président,

ART EGGLETON

Chair

Tuesday, December 8, 2009

The Standing Senate Committee on Social Affairs, Science and Technology has the honour to table its

THIRTEENTH REPORT

Your committee, which was authorized by the Senate on Tuesday, February 24, 2009, to examine and report on current social issues pertaining to Canada's largest cities, now tables its interim report entitled *In from the Margins: A Call to Action on Poverty, Housing and Homelessness*.

Respectfully submitted,

Le président,

ART EGGLETON

Chair

(Text of the report appears following the evidence)

Le mardi 8 décembre 2009

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie a l'honneur de déposer son

TREIZIÈME RAPPORT

Votre comité, qui a été autorisé par le Sénat le mardi 24 février 2009 à étudier, afin d'en faire rapport, des enjeux sociaux d'actualité pour les grandes villes canadiennes, dépose maintenant son rapport provisoire intitulé *Pauvreté, Logement, Itinérance : Les trois fronts de la lutte contre l'exclusion*.

Respectueusement soumis,

(Le texte du rapport paraît après les témoignages)

EVIDENCE

OTTAWA, Wednesday, December 2, 2009

The Standing Senate Committee on Social Affairs, Science and Technology, to which was referred Bill C-6, An Act respecting the safety of consumer products, met this day at 3:02 p.m. to give clause-by-clause consideration to the bill.

Senator Art Eggleton (*Chair*) in the chair.

[*English*]

The Chair: Welcome to the Standing Senate Committee on Social Affairs, Science and Technology.

We meet today to discuss Bill C-6, An Act respecting the safety of consumer products. After seven meetings, including this one, and hearing some 14 witnesses, we are now at the point of doing clause-by-clause study.

I might add that in the House of Commons Bill C-6 spent some 72 house sitting days in total and to date in the Senate, 31 sitting days; much less than one-half of the sitting days it spent in the House of Commons. There was some discussion about this in our counterpart committee in the House of Commons.

That is worth putting it in context. We are at the stage now, if we can complete clause by clause today, where we can report this out to the Senate tomorrow, and there could begin the debate on the receipt of the report and on the third reading of the bill.

If honourable senators are ready, is it agreed that we proceed to clause-by-clause consideration of Bill C-6?

Hon. Senators: Agreed.

The Chair: You can refer to your bill text, as I go through it clause by clause.

Shall the title stand postponed?

Hon. Senators: Agreed.

The Chair: Shall the preamble stand postponed?

Hon. Senators: Agreed.

The Chair: Shall clause 1, which contains the short title, stand postponed? These are the normal postponements at the beginning until we get into the details.

Hon. Senators: Agreed.

The Chair: Shall clause 2 carry?

Senator Day: No.

The Chair: I should have pointed out that Senator Day is here today in place of Senator Munson and sits as a full member of the committee.

TÉMOIGNAGES

OTTAWA, le mercredi 2 décembre 2009

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie, auquel a été renvoyé le projet de loi C-6, Loi concernant la sécurité des produits de consommation, se réunit aujourd'hui, à 15 h 2, pour procéder à l'examen article par article du projet de loi.

Le sénateur Art Eggleton (*président*) occupe le fauteuil.

[*Traduction*]

Le président : Bienvenue au Comité sénatorial permanent des affaires sociales, des sciences et de la technologie.

Nous sommes réunis aujourd'hui pour discuter du projet de loi C-6, Loi concernant la sécurité des produits de consommation. Nous avons tenu sept réunions, en comptant celle-ci, et nous avons entendu quelque 14 témoins; nous en sommes maintenant à l'étape de l'étude article par article.

Je dois ajouter que le projet de loi C-6 a été à l'ordre du jour de 72 jours de séance de la Chambre des communes et, jusqu'ici, de 31 jours de séance au Sénat; c'est beaucoup moins que la moitié. Notre comité jumeau de la Chambre des communes a discuté de cette situation.

Il vaut la peine de mettre les choses en contexte. Nous en sommes maintenant rendus, si nous pouvons terminer l'étude article par article aujourd'hui, à envisager de présenter notre rapport au Sénat demain, afin qu'il puisse commencer le débat et entamer la troisième lecture du projet de loi.

Les honorables sénateurs sont-ils prêts à commencer l'étude article par article du projet de loi C-6?

Des voix : D'accord.

Le président : Vous pouvez vous reporter au texte du projet de loi pendant que je dirigerai l'étude article par article.

L'étude du titre est-elle reportée?

Des voix : D'accord.

Le président : L'étude du préambule est-elle reportée?

Des voix : D'accord.

Le président : L'étude de la première disposition, où figure le titre abrégé, est-elle reportée? Il est normal de reporter l'étude de ces éléments, au début de l'étude, pour y revenir quand nous pourrions entrer dans les détails.

Des voix : D'accord.

Le président : L'article 2 est-il adopté?

Le sénateur Day : Non.

Le président : J'aurais dû expliquer que le sénateur Day remplace ici aujourd'hui le sénateur Munson et est membre à part entière du comité.

Senator Day: My assistant is making copies of what I propose as amendments. Has the clerk received the copies? I understand from his reply that he has not. It makes it easier if everyone has a copy.

I will be proposing some amendments based on testimony we have heard from witnesses and on communications with small- and medium-sized businesses. We have also heard from government officials.

As you will see in these amendments, I tried to find a balance between some people feeling this bill goes too far and others indicating that they need these powers in order to properly protect the public.

I see my copies have arrived and I will not have to filibuster any longer.

Honourable senators, the first amendment is with respect to a concept. I have two amendments that relate to concepts. A concept may include several consequential amendments. It makes it a little difficult because it jumps all over the bill to try to pick up this idea in many different places. One of them is amendment number 8 that I will be giving you. The first amendment that relates to that, it seems somewhat strange and out of context. However, when you get to the main amendment, which is clause 30, relating to recall, you will then understand the context of the other amendments.

The Chair: Could you give us an overview so members will understand?

Senator Day: Yes.

Senator Segal: I still do not know where to look for what he is amending.

The Chair: At this point, I am in clause 2.

Senator Day: I am still giving you the overview. We are in clause 2. The way we do clause by clause is to go numerically. Sometimes an amendment that is at clause 30 will have some consequential amendments earlier that are just changing a word here and there.

The Chair: Give us an overview.

Senator Day: The first amendment I have is to change a “review officer” to a “review panel.” The majority of amendments are in clauses 33 and 34, but at page 4 of clause 2, there is the necessity of an amendment in order to effect this change throughout the bill.

If I could take you, Mr. Chair, to clause 2 on page 4, we will be looking at lines 19 and 20. You will see that “review officer” appears at line 19.

Le sénateur Day : Mon assistant est en train de faire des copies des modifications que je propose. Le greffier a-t-il reçu ces copies? Si j'ai bien compris sa réponse, il ne les a pas reçues. Ce serait plus facile si tout le monde avait une copie en main.

Je proposerai certaines modifications qui s'inspirent des exposés présentés par les témoins et des documents communiqués par de petites et moyennes entreprises. Nous avons aussi recueilli les commentaires des représentants du gouvernement.

Comme vous le verrez, j'essaie par ces modifications de tenir compte à la fois des personnes selon lesquelles le projet de loi va trop loin et des personnes qui affirment avoir besoin des pouvoirs qu'il leur conférerait pour protéger adéquatement le public.

Je vois que les copies sont arrivées. Je vais pouvoir cesser de faire de l'obstruction.

Honorables sénateurs, la première modification s'appuie sur un concept. Deux des modifications que je propose s'appuient sur des concepts. Un concept peut comprendre plusieurs modifications subséquentes. C'est un peu difficile, car il faut aller et venir entre les différentes dispositions du projet de loi pour y reconnaître le concept, qui figure à de nombreux endroits. Je pense entre autres à la modification 8, que je vais vous remettre. La première modification qui porte sur ce sujet semble plutôt étrange et hors contexte. Cependant, quand vous arriverez à la modification principale, la disposition 30, qui concerne le rappel, vous comprendrez dans quel contexte se placent les autres amendements.

Le président : Pourriez-vous nous brosser un tableau général de façon que les membres comprennent?

Le sénateur Day : Oui.

Le sénateur Segal : Je ne sais toujours pas où se trouve l'amendement dont il est question.

Le président : Pour le moment, nous parlons de l'article 2.

Le sénateur Day : J'en suis encore à l'aperçu. Nous parlons de l'article 2. Quand nous faisons une étude article par article, nous devons suivre l'ordre numérique. Il arrive qu'un amendement qui concerne la disposition 30 entraîne des amendements qui se situent plus tôt et qui consistent tout simplement à changer un mot ici et là.

Le président : Donnez-nous un aperçu.

Le sénateur Day : Le premier amendement consiste à changer l'expression « réviseur » par « comité de révision ». La plus grande partie des amendements concernent les dispositions 33 et 34, mais, à la page 4, où figure l'article 2, il faut apporter un amendement pour que l'ensemble du projet de loi reflète cette modification.

J'attirerais votre attention, monsieur le président, sur l'article 2, à la page 4, et en particulier sur les lignes 19 et 20. Vous voyez que le mot « réviseur » figure à la ligne 23.

I move:

That Bill C-6 be amended in clause 2, on page 4, by replacing lines 19 and 20 with the following:

“review panel” means an individual or individuals designated as an independent review panel under section 33.

That is the first proposed amendment. I would like to have that distributed. I understand we are dealing with the clerk on this amendment.

The Chair: Senator Day, will you explain the main section amendment that you are proposing so that we can understand the context of this proposed amendment?

Senator Day: Yes. Everywhere it refers to a “review officer,” we are changing it to a “review panel,” which will be an independent panel. All the amendments relate to that. This is a review. We want it to be a legitimate review by a review panel. That is what the amendment will relate to.

The Chair: The main part of that can be found in clause 33.

Senator Day: Clauses 33 and 34, with the main part being in 34.

The Chair: This consequential amendment goes back into clause 2.

Senator Day: The clause 2 amendment that I have just proposed is consequential to creating an independent review panel as opposed to a review officer.

I would ask Senator McCoy to comment on the general —

The Chair: Is there a copy of this amendment?

Senator McCoy: Yes.

Senator Eaton: Senator McCoy is not a member of this committee.

The Chair: Senator McCoy is not a member of the committee but is allowed to speak; she is just not allowed to vote. Senator Day who is replacing Senator Munson is allowed to vote.

Senator Segal: To be clear on a matter of procedure, will we be expected to debate and pronounce upon amendments that we are seeing for the first time and, in this particular case, are not seeing at all?

I do not have the amendment in front of me. I am sure it is drafted in the best of faith, but I do not have it, and I do not want to pass judgment if I cannot see the amendment and see how it connects with the bill.

Je propose :

Que le projet de loi C-6 soit modifié, à l'article 2 :

a) à la page 3, par adjonction, après la ligne 6, de ce qui suit :

« comité de révision » Individu ou groupe d'individus désigné à titre de comité de révision indépendant en vertu de l'article 33. »

b) à la page 4, par suppression des lignes 23 et 24.

C'est le premier amendement que je propose. J'aimerais qu'on en distribue le texte. Si j'ai bien compris, nous devons compter sur le greffier, pour ce qui concerne cet amendement.

Le président : Sénateur Day, pourriez-vous expliquer l'amendement principal que vous proposez, de façon que nous puissions comprendre dans quel contexte cet amendement a été présenté?

Le sénateur Day : Oui. Nous voulons changer l'expression « réviseur » pour « comité de révision », qui signifie comité indépendant, partout où il en est question. Tous les amendements visent à faire cela. Il s'agit d'une révision. Nous voulons qu'il s'agisse d'une révision légitime effectuée par un comité de révision. Voilà l'objet de l'amendement.

Le président : Il est en surtout question à l'article 33.

Le sénateur Day : Les articles 33 et 34, et surtout l'article 34.

Le président : Et cet amendement corrélatif nous ramène à l'article 2.

Le sénateur Day : L'amendement corrélatif à l'article 2 que je viens de présenter vise la création d'un comité de révision indépendant plutôt que d'un poste de réviseur.

J'aimerais demander au sénateur McCoy de commenter de manière générale ...

Le président : Existe-t-il une copie de cet amendement?

Le sénateur McCoy : Oui.

Le sénateur Eaton : Le sénateur McCoy n'est pas membre de notre comité.

Le président : Le sénateur McCoy n'est pas membre de notre comité, mais elle est autorisée à parler; elle n'a pas le droit de vote, cependant. Le sénateur Day, qui remplace le sénateur Munson, a le droit de vote.

Le sénateur Segal : J'aimerais clarifier une question de procédure. Devons-nous nous attendre à discuter de ces amendements et à nous prononcer à leur sujet même si nous venons tout juste d'en prendre connaissance et que, dans le cas qui nous occupe, nous n'en avons même pas encore vu le texte?

Je n'ai pas le texte de l'amendement sous les yeux. Je suis certain qu'il a été rédigé en toute bonne foi, mais je ne l'ai pas encore sous les yeux, et je ne veux pas émettre de jugement sur un amendement que je n'ai jamais lu et dont je ne connais pas l'incidence sur le projet de loi.

Senator McCoy: I am sorry. I understood that the law clerk was providing copies. I can give you this copy.

Senator Day: Our understanding was that the law clerk was providing copies. I have made copies of all the other amendments, and they are here.

Senator Segal: Could we discuss the other amendments and come back to this one when a copy of it is available?

The Chair: Perhaps we could come back to this when we have copies.

Clause 2 will stand postponed.

Shall clause 3 carry?

Hon. Senators: Agreed.

The Chair: Shall clause 4 carry?

Hon. Senators: Agreed.

The Chair: Shall clause 5 carry?

Hon. Senators: Agreed.

The Chair: Shall clause 6 carry?

Hon. Senators: Agreed.

The Chair: Shall clause 7 carry?

Senator Day: I have an amendment to clause 7 and I would ask the clerk to distribute the bundle marked 8. This is 8a of this bundle and this is the other clause that has several consequential amendments, all concerning the issue of recall.

The Chair: Clause 7 is on page 5 of the bill. We now have the amendment to clause 7 in both English and French.

Senator Day: This is one of four or five consequential amendments to the fundamental amendment in relation to recall. We will understand the fundamental amendment more clearly when we get to clause 30, but it intends to do two things. One is to create the possibility of negotiation and voluntary recall, just as was explained to us by the government officials. The crib case was a voluntary recall. It was explained to us that the process was followed, but it is not the process that was outlined, and I think it is imperative that it be outlined.

Second, a recall ordered by the department that is not voluntary could have such a profound effect on the future of a company or an individual in business that the minister should order the recall. The recommendation would come from the department to the minister, constituting a built-in check.

This amendment will try to achieve, one, a process that we were told is being followed anyway; and two, as suggested by at least one witness, if a recall is not voluntary, it should be made by the minister.

Le sénateur McCoy : Je suis désolée. Je pensais que le légiste allait distribuer les copies. Je peux vous donner cet exemplaire.

Le sénateur Day : Nous avons compris que le légiste allait distribuer les copies. J'ai fait des copies de tous les autres amendements; les voici.

Le sénateur Segal : Pourrions-nous discuter des autres amendements et revenir sur celui-ci lorsque nous en aurons obtenu une copie?

Le président : Nous pourrions peut-être y revenir lorsque nous aurons des copies.

L'étude de l'article 2 est reportée.

L'article 3 est-il adopté?

Des voix : D'accord.

Le président : L'article 4 est-il adopté?

Des voix : D'accord.

Le président : L'article 5 est-il adopté?

Des voix : D'accord.

Le président : L'article 6 est-il adopté?

Des voix : D'accord.

Le président : L'article 7 est-il adopté?

Le sénateur Day : J'ai rédigé un amendement à l'article 7, et je prierais le greffier de distribuer la liasse qui porte le numéro 8. La section 8a de cette liasse concerne un autre article qui sera lié à plusieurs amendements corrélatifs, qui concernent tous la question du rappel.

Le président : L'article 7 figure à la page 5 du projet de loi. Nous étudions donc maintenant un amendement à l'article 7, rédigé en anglais et en français.

Le sénateur Day : Il s'agit de l'un des quatre ou cinq amendements corrélatifs à l'amendement principal qui concerne le rappel. Nous comprendrons l'amendement principal plus clairement lorsque nous en serons arrivés à l'article 30, mais je peux vous dire tout de suite qu'il poursuit deux buts. L'un consiste à créer une possibilité de négociation et de rappel volontaire, comme nous l'ont expliqué les représentants du gouvernement. Dans le cas des lits d'enfant, il s'agissait d'un rappel volontaire. On nous a expliqué que le processus avait été respecté, mais il ne s'agissait pas du processus qui avait été défini, et je crois qu'il est impérieux qu'on le définisse.

Deuxièmement, quand il ne s'agit pas d'un rappel volontaire, quand le ministère ordonne un rappel, cela peut avoir des effets marqués sur l'avenir d'une entreprise ou sur un particulier qui fait des affaires. La recommandation devrait être présentée par le ministère au ministre, permettant ainsi une garantie supplémentaire implicite.

Cet amendement vise en premier lieu à établir un processus qui, nous dit-on, est respecté de toute façon, et, en second lieu, comme l'a suggéré au moins un des témoins, à faire en sorte que, lorsque le rappel n'est pas volontaire, ce soit le ministre qui l'ordonne.

I call this amendment 8a. It is an amendment to clause 7 on page 5.

I move:

That Bill C-6 be amended in clause 7, on page 5, by replacing lines 23 and 24 with the following:

“section 30 or is the subject of a”.

It would then continue with the wording in the bill. Its purpose is to remove section 34.

The Chair: You are saying the effect of that is to say that the recall order must be issued by the minister as opposed to the inspector?

Senator Day: Yes, that is a consequential amendment to achieve that at clause 30.

The Chair: Are you finished explaining this amendment?

Senator Day: Yes, I am ready for a vote on that amendment.

Senator Eaton: The officials from Health Canada said that they discuss approximately six recalls a day. They have a conversation with the business; they do not simply issue a recall order. To insist that the minister must do it rather than a departmental official who has considered it would tie the minister down a lot. I wonder if that is a practical amendment, Senator Day.

Senator Day: I am sure Senator Eaton knows that under the current legislation there is no provision for the department to order a recall. I am not suggesting that the government should not be allowed to order a recall; I am just suggesting there should be some parameters around it.

Senator Segal: I have no problem with the spirit of the amendment, but I think the effect of it would be precisely what the bill is trying to avoid. It would add a measure of delay. When a matter is deemed to be of public safety, it is in everyone's interests for a responsible inspector to be able to act quickly. Therefore, I would be opposed to this amendment.

Senator Martin: I concur with my colleagues Senator Eaton and Senator Segal. I question changing lines 23 and 24 and have concerns with omitting clause 34 and replacing it with clause 30. What would be the effect of such a dramatic change? It would completely change this clause.

Paul Glover, from Health Canada, is here today. Would it be appropriate to question Mr. Glover during clause-by-clause consideration? I trust Senator Day did his research before proposing this amendment. I question what happens when we remove a clause and replace it with another clause. I would like to hear from Mr. Glover or other senators.

The Chair: That is up to the committee. We have heard from officials on two occasions, including the last meeting. If it is the wish of the committee to have officials at the table, we can accommodate that wish.

J'ai donné à cet amendement le numéro 8a. Il s'agit d'un amendement à l'article 7, qui figure à la page 5.

Je propose :

Que le projet de loi C-6 soit modifié à l'article 7, à la page 5, par substitution, aux lignes 29 et 30, de ce qui suit :

« l'article 30, soit fait volontairement au ».

Cette phrase s'enchaînerait au reste du texte du projet de loi. L'objectif est de supprimer l'article 34.

Le président : Vous dites qu'en conséquence, l'ordre de rappel doit être donné par le ministre plutôt que par l'inspecteur?

Le sénateur Day : Oui, il s'agit d'un amendement corrélatif qui nous permet d'atteindre notre but relativement à l'article 30.

Le président : Avez-vous terminé d'expliquer votre amendement?

Le sénateur Day : Oui, je suis prêt à ce que l'on procède au vote sur cet amendement.

Le sénateur Eaton : Les représentants de Santé Canada ont dit qu'ils examinaient environ six rappels par jour. Ils en discutent avec l'industrie, ils ne se contentent pas d'ordonner le rappel. Demander au ministre de s'en charger à la place d'un fonctionnaire qui a étudié la question serait lui imposer une très lourde charge. Je me demande si votre amendement est pratique, sénateur Day.

Le sénateur Day : Je suis convaincu que le sénateur Eaton sait qu'il n'existe dans la loi actuelle aucune disposition qui permet au ministère d'ordonner un rappel. Je ne dis pas que le gouvernement ne devrait pas être en mesure d'ordonner un rappel, je dis cependant qu'il faudrait y associer certains paramètres.

Le sénateur Segal : Ce n'est pas l'intention de l'amendement qui me pose problème; cependant, je crois qu'il aura des répercussions, celles-là mêmes que le projet de loi tente d'éviter. Cet amendement entraînerait un délai. Lorsqu'un problème se présente dans le domaine de la sécurité publique, il est dans l'intérêt de tous qu'un inspecteur responsable puisse agir sans tarder. C'est pourquoi je m'opposerais à cet amendement.

Le sénateur Martin : Je suis d'accord avec mes collègues, le sénateur Eaton et le sénateur Segal. J'hésite à modifier les lignes 23 et 24 et à supprimer l'article 34 pour le remplacer par l'article 30. Quelles seraient les répercussions d'un changement si marqué? Il changerait cet article du tout au tout.

Paul Glover, de Santé Canada, est avec nous aujourd'hui. Ne pourrions-nous pas lui poser des questions pendant cette étude article par article? Je suis sûr que le sénateur Day a fait des recherches avant de proposer cet amendement. Je me demande ce qui arriverait si nous supprimions un article pour le remplacer par un autre. J'aimerais entendre l'opinion de M. Glover et des autres sénateurs.

Le président : C'est au comité de trancher. Nous avons entendu les commentaires des fonctionnaires à deux occasions, y compris pendant la dernière réunion. Si le comité désire qu'ils participent aux discussions, nous pouvons accéder à leur demande.

Senator Cordy: We heard from Health Canada officials on two occasions and we reviewed any areas where we might be contemplating amendments. Certainly, we reread the transcript of the officials' statements. We ought not to call the officials back for every proposed amendment.

Senator Martin: I would like to clarify certain points.

Senator Cordy: This is the first one we are dealing with.

Senator Martin: I am not suggesting necessarily for this one.

Senator Cordy: I would prefer not to do it.

Senator Martin: Thank you, Senator Cordy. I will object to this amendment for the reason that Senator Segal articulated.

I am concerned about removing a clause and replacing it with this amendment.

Senator Ogilvie: Mr. Chair, I just heard this amendment, as everyone else did, presumably. If I heard the explanation correctly, it implied that it would remove the role of an inspector and give that role to the minister. I fail to see where the minister is referenced in the remaining sections. This amendment seems to remove a clause that is intended to ensure that all reasonable efforts have been made. I do not fathom it.

The Chair: Are senators ready for the question?

Senator Keon: This amendment changes the bill appreciably. I will disagree with Senator Cordy. We should bring the officials back to the table for a very short time and ask them to speak to this amendment. A major change is proposed and I would like to hear more about it.

Senator Eaton: Could we read clause 34?

The Chair: I will put Senator Keon's question: Should we ask the officials to come back to the table? It is entirely within the realm of the committee to do that. We have heard from them previously. It is not done all the time, but we did it on the tobacco bill, so there is precedence.

Senator Segal: I support my colleague.

The Chair: Is it agreed? Is there disagreement?

Mr. Glover, could you come back to the table?

Senator Day: Mr. Chair, it is not my intention to enter another debate with the government officials. They have had two occasions to make their position known. I have proposed this

Le sénateur Cordy : Nous avons reçu les représentants de Santé Canada à deux reprises et nous avons examiné avec eux les aspects de la loi que nous envisageons de modifier. Nous avons bien sûr relu la transcription des déclarations de ces représentants. Nous ne devrions pas les rappeler pour qu'ils commentent chaque amendement proposé.

Le sénateur Martin : J'aimerais clarifier certains points.

Le sénateur Cordy : C'est le premier amendement dont nous discutons.

Le sénateur Martin : Je ne parlais pas nécessairement de celui-là.

Le sénateur Cordy : Je préférerais que nous nous abstenions de le faire.

Le sénateur Martin : Merci, sénateur Cordy. Je m'opposerai à cet amendement pour les mêmes raisons que le sénateur Segal.

Je me demande s'il convient de supprimer un article pour le remplacer par cet amendement.

Le sénateur Ogilvie : Monsieur le président, je viens tout juste de prendre connaissance de cet amendement, comme c'est le cas de tout le monde ici, je présume. Si j'ai bien compris les explications, il aurait pour effet de supprimer le rôle joué par l'inspecteur pour en charger plutôt le ministre. Je ne vois nulle part, dans les autres articles, une mention du ministre. Cet amendement semble supprimer un article dont le but était de s'assurer que tous les efforts raisonnables ont été faits. Je n'arrive pas à comprendre.

Le président : Les sénateurs sont-ils prêts à mettre la question aux voix?

Le sénateur Keon : Cet amendement modifie considérablement le projet de loi. Je ne suis pas d'accord avec le sénateur Cordy. Nous devrions demander aux fonctionnaires de revenir à la table pour un court moment et leur demander de commenter cet amendement. C'est un changement majeur qui est proposé, et j'aimerais en savoir plus sur le sujet.

Le sénateur Eaton : Pourrions-nous lire l'article 34?

Le président : Je vais vous demander de répondre à la question du sénateur Keon : devrions-nous demander aux fonctionnaires de revenir à la table? Notre comité a tout à fait le droit de le faire. Nous avons déjà entendu les fonctionnaires. Ce n'est pas quelque chose que l'on fait chaque fois, mais nous l'avons fait lorsqu'il a été question du projet de loi sur le tabac; il existe donc un précédent.

Le sénateur Segal : Je suis d'accord avec mon collègue.

Le président : Êtes-vous d'accord? Est-ce que quelqu'un s'oppose?

Monsieur Glover, pourriez-vous revenir vous asseoir à la table?

Le sénateur Day : Monsieur le président, je n'avais pas l'intention d'ouvrir un autre débat avec les fonctionnaires. Ils ont déjà eu à deux reprises l'occasion de faire connaître leur

amendment having heard all of the evidence and considered all the information.

The Chair: That is a fair comment. Mr. Glover, we will limit your response to the net effects of the amendment.

Paul Glover, Assistant Deputy Minister, Healthy Environments and Consumer Safety Branch, Health Canada: Thank you, Mr. Chair. For the record, we have not had full time to study this with my best efforts and intentions and the limited time available. The intent of allowing an inspector to issue a recall is for health and safety considerations. There are times when it needs to be done immediately, as Senator Segal noted. The consequence of this amendment would be to remove the ability of the inspector to move quickly on a matter of health and safety.

It would mean that the minister, who is accountable for this and is subject in the review body, could both issue a recall and review the recall later. It would put the minister in the same seat twice, thereby potentially creating a conflict of interest. These are often technical matters that require a background in science and engineering. The minister would be called upon to make those decisions and then later review the recall that he or she made. We would see that as problematic. Currently, there is a deliberate separation of those two functions such that the technical experts make the call on the recall and the minister reviews it.

Senator Segal: I have heard enough to vote now that we have had that clarified.

The Chair: Shall the amendment of Senator Day carry?

Some Hon. Senators: Agreed.

Some Hon. Senators: No.

Senator Eaton: Could we have a recorded vote?

The Chair: Yes. I have been asked to explain the process. The clerk of the committee will call each member's name beginning with the chair and going in alphabetical order. Senators should vote for or against or abstain. It is my duty to declare when the issue is carried or not carried.

I vote in favour of the amendment.

Senator Callbeck: For.

Senator Cordy: For.

Senator Day: For.

Senator Dyck: For.

Senator Eaton: Against.

Senator Fairbairn: For.

Senator Keon: Against.

position. J'ai proposé cet amendement après avoir entendu l'ensemble des témoignages et examiné tous les renseignements fournis.

Le président : C'est un commentaire sensé. Monsieur Glover, vos réponses devront concerner uniquement les effets directs de l'amendement.

Paul Glover, sous-ministre adjoint, Direction générale de la santé environnementale et de la sécurité des consommateurs, Santé Canada : Merci, monsieur le président. J'aimerais qu'il soit inscrit dans le compte rendu que nous n'avons pas eu le temps d'étudier à fond cette question, malgré tous mes efforts et toutes mes meilleures intentions. Si nous permettons à un inspecteur d'ordonner un rappel, c'est pour des considérations touchant la santé et la sécurité. Il arrive qu'il faille prendre cette décision immédiatement, comme le sénateur Segal l'a souligné. Cet amendement aurait pour conséquence d'empêcher un inspecteur de prendre rapidement une décision touchant la santé et la sécurité.

Cela voudrait dire que le ministre, qui est responsable de tout cela et qui est surveillé par un organe d'examen, pourrait à la fois ordonner un rappel et réviser cet ordre par la suite. Le ministre serait le décideur dans les deux cas, ce qui pourrait le placer en situation de conflit d'intérêts. Il y a souvent des aspects techniques qui exigent des connaissances en sciences et en génie. Le ministre devrait prendre une décision, puis réviser les ordres de rappel mêmes qu'il a donnés. Nous pensons que cela serait problématique. À l'heure actuelle, il y a une séparation délibérée entre ces deux fonctions; les experts techniques demandent le rappel, et le ministre révisé cet ordre.

Le sénateur Segal : J'en ai entendu suffisamment pour pouvoir voter, maintenant que nous avons eu ces éclaircissements.

Le président : L'amendement du sénateur Day est-il adopté?

Des voix : D'accord.

Des voix : Non.

Le sénateur Eaton : Pourrions-nous procéder au vote par appel nominal?

Le président : Oui. On m'a demandé d'expliquer le processus. Le greffier du comité appellera chaque membre par son nom, en commençant par le président, puis dans l'ordre alphabétique. Les sénateurs pourront voter pour ou contre l'amendement et ils pourront aussi s'abstenir. C'est à moi qu'il revient de déclarer si l'amendement est adopté ou pas.

Je suis pour l'amendement.

Le sénateur Callbeck : Pour.

Le sénateur Cordy : Pour.

Le sénateur Day : Pour.

Le sénateur Dyck : Pour.

Le sénateur Eaton : Contre.

Le sénateur Fairbairn : Pour.

Le sénateur Keon : Contre.

Senator Martin: Against.

Senator Ogilvie: Against.

Senator Pépin: For.

Senator Segal: Against.

Gérald Lafrenière, Acting Clerk of the Committee: Seven for; five against.

The Chair: I declare the amendment carried.

Shall clause 7, as amended, carry? Carried.

Senator Day: I have an amendment for clause 8. Could you pass copies of 8b to all honourable senators?

I move:

That Bill C-6 be amended in Clause 8, on page 6, by replacing lines 2 and 3 with the following:

“section 30 or is the subject of a”.

Senator Segal: I would like to ask a question to those who are more experienced around this table. Is it normative to see an amendment only four seconds before you vote on it? Is there no courtesy consideration to circulate the amendments prior to the meeting? Is that not how it works? I am just asking.

The Chair: I do not think we have had that on this many occasions. It looked as if the amendments were being prepared right up to the point that we started our meeting. I take it this is the same amendment, another consequential amendment.

Senator Day: It is another consequential amendment. You will get to the fundamental amendment with all the words in due course when we get to clause 30. This is a consequential amendment.

The Chair: Should I put the amendment? Senator Ogilvie?

Senator Ogilvie: I wish to make the same observation that this amendment weakens the review process that is currently intended under clause 34 and reduces the protection overall for those who would be subject to an order.

The Chair: Shall the amendment carry?

Some Hon. Senators: Agreed.

An Hon. Senator: No.

Senator Eaton: I think that clause 34 is very involved. It is a very long clause.

Senator Day: I am not eliminating clause 34. We are not there yet, but that is not my intention.

Senator Eaton: What are you eliminating?

Senator Day: You should be looking at clause 8 on page 6.

Senator Pépin: Please read it as amended.

Le sénateur Martin : Contre.

Le sénateur Ogilvie : Contre.

Le sénateur Pépin : Pour.

Le sénateur Segal : Contre.

Gérald Lafrenière, greffier suppléant du comité : Sept voix en faveur, quatre contre.

Le président : Je déclare l'amendement adopté.

L'article 7 est-il adopté tel que modifié? L'article 6 est adopté.

Le sénateur Day : J'ai également un amendement à proposer à l'article 8. Pourriez-vous distribuer des copies de la liasse 8b à tous les sénateurs?

Je propose :

Que le projet de loi C-6 soit modifié à l'article 8, à la page 6, par substitution, aux lignes 3 et 4, de ce qui suit :

« l'article 30, soit fait volontairement au ».

Le sénateur Segal : J'aimerais poser une question, et je m'adresse aux personnes les plus expérimentées qui se trouvent réunies ici. Est-il normal de ne pouvoir lire un amendement que quatre secondes seulement avant de le mettre aux voix? Ne serait-il pas plus courtois de distribuer le texte des amendements avant la réunion? Ce n'est pas comme ça que cela fonctionne? Je posais seulement une question.

Le président : Je ne crois pas que cela soit arrivé très souvent. On dirait que les amendements ont été préparés jusqu'à la dernière minute qui a précédé la réunion. Et j'imagine qu'il s'agit du même amendement, c'est-à-dire d'un autre amendement corrélatif.

Le sénateur Day : Il s'agit d'un autre amendement corrélatif. Nous arriverons à l'amendement de fond, avec le texte complet, au moment opportun, c'est-à-dire lorsque nous aborderons l'article 30. Il s'agit ici d'un amendement corrélatif.

Le président : Est-ce que je devrais mettre l'amendement aux voix? Sénateur Ogilvie?

Le sénateur Ogilvie : J'aimerais faire observer moi aussi que cet amendement affaiblit le processus de révision actuellement visé par l'article 34 et qu'il atténue la protection globale offerte aux entités qui pourraient être assujetties à un ordre.

Le président : L'amendement est-il adopté?

Des voix : D'accord.

Une voix : Non.

Le sénateur Eaton : Je crois que l'article 34 est très complexe. C'est un très long article.

Le sénateur Day : Je ne veux pas éliminer l'article 34. Nous n'en sommes pas rendus là, mais cela n'est pas mon intention.

Le sénateur Eaton : Qu'est-ce que vous voulez éliminer?

Le sénateur Day : Vous devriez jeter un coup d'œil sur l'article 8, à la page 6.

Le sénateur Pépin : J'aimerais que vous le lisiez tel que modifié.

Senator Day: As amended, it would read:

No person shall advertise or sell a consumer product that they know

(b) is the subject of a recall order made under section 30 . . .

Then:

. . . or such an order that is reviewed under section 34 . . .

is left out and then you pick up at:

. . . or is the subject of a voluntary recall . . .

I believe we are leaving out the words “or such an order that is reviewed under section 34.”

Senator Eaton: It does involve clause 34, which is a little more involved. It is not quite as easy as just leaving out clause 34.

The Chair: I think Senator Day has explained that it is a consequential amendment from what his general intent is with respect to review procedures and the recall procedure by the minister.

Senator Eaton: Would it be fair, Mr. Chair, if we left that clause and come back to it when we look at clause 34? When we go through clause 34, we will understand what we are taking out of clause 8.

The Chair: I do not see any problem in doing that, Senator Eaton. Is that all right, Senator Day?

Senator Day: Yes. I told you this would be difficult to understand.

The Chair: Why do we not stand this down?

Senator Day: We have the same thing with respect to creating this independent review panel. There are many consequential amendments.

The Chair: Let us hold this down.

Senator Day: I am worried I will miss one of the consequential amendments by going to the main one first. Thank you.

The Chair: I will have to rely upon you to keep on top of it.

Clause 8, then, be postponed. Clause 9?

Senator Day: I have an amendment to clause 9. Could you pass out clause 9? This amendment could be described as a drafting or technical amendment.

The Chair: It is not related to what we just postponed.

Senator Day: No. It is not a consequential amendment. In a careful reading of the wording of 9(a), you should be looking at line 14 to about 17 or 18. So you get the context, I am suggesting you read more than purely the amendment. Then you will ask

Le sénateur Day : Tel que modifié, il serait libellé ainsi :

Il est interdit à toute personne de vendre tout produit de consommation, ou d'en faire la publicité, si elle sait que le produit, selon le cas :

b) est visé par un rappel soit fait en conformité avec un ordre donné en vertu de l'article 30...

On supprimerait ce qui vient ensuite :

... ou un tel ordre révisé au titre de l'article 34...

et la phrase reprendrait ici :

... soit fait volontairement au Canada...

Ce que nous supprimons, c'est ceci : « ou un tel ordre révisé au titre de l'article 34 ».

Le sénateur Eaton : Cela concerne donc l'article 34, qui est un peu plus complexe. Ce n'est pas aussi facile que de simplement éliminer l'article 34.

Le président : Je crois que le sénateur Day a expliqué qu'il s'agissait là d'un amendement corrélatif par rapport à son intention générale en ce qui concerne les procédures de révision et de rappel par le ministre.

Le sénateur Eaton : Ne serait-il pas convenable, monsieur le président, de laisser cet article de côté et d'y revenir lorsque nous étudierons l'article 34. Quand nous serons rendus à l'article 34, nous comprendrons ce qui sera supprimé à l'article 8.

Le président : Je ne vois aucun problème à cette façon de faire, sénateur Eaton. Êtes-vous d'accord, sénateur Day?

Le sénateur Day : Oui. Je vous avais dit que cela serait difficile à comprendre.

Le président : Ne pourrions-nous pas le réserver?

Le sénateur Day : Nous sommes dans la même situation que quand il s'est agi de créer le comité de révision indépendant. Il y a beaucoup d'amendements corrélatifs.

Le président : Nous devrions le réserver.

Le sénateur Day : Je crains d'oublier l'un des amendements corrélatifs si on étudie d'abord l'amendement de fond. Je vous remercie.

Le président : Je devrai vous faire confiance pour que vous ne perdiez pas le fil de vos idées.

L'article 8, donc, est réservé. Nous passons à l'article 9?

Le sénateur Day : J'ai un amendement à proposer à l'article 9. Pourriez-vous distribuer l'article 9? Je dirais que cet amendement est un amendement de forme, qui vise à modifier le texte.

Le président : Il n'est pas lié à ce que nous venons tout juste de reporter.

Le sénateur Day : Non. Ce n'est pas un amendement corrélatif. Vous devriez lire attentivement l'alinéa 9a), aux lignes 14 à 18, je crois. Pour que vous compreniez le contexte, je vous propose d'aller plus loin que ce simple amendement. Demandez-vous de

what this is all about. It is basically that the words “regarding the fact” do not really need to be there and probably should not be there. I suggest that we eliminate them.

Senator Eaton: Could you explain, Senator Day?

Senator Day: I move:

That Bill C-6 be amended in clause 9, on page 6 by replacing line 17 with the following:

“impression that it is not a”.

I would take out “regarding the fact.” I am not adding any words. “. . . an erroneous impression regarding the fact that it is not . . .” “ I do not know who drafted this.

Senator Martin: May I ask your reason for removing those words?

Senator Day: Poor English. It is just a technical drafting issue.

The Chair: I see; you are taking out the word “erroneous.”

Senator Day: No, I propose to take out the words “regarding the fact.”

The Chair: I understand.

Senator Day: How do you create an erroneous impression regarding the fact?

Senator McCoy: It is probably not a fact.

Senator Day: It is probably not a fact at all. It is an impression.

Senator McCoy: This is improving the opportunity.

Senator Keon: I would be very interested in the legalese of this clause. This looks like some sort of legal English, “an erroneous impression regarding the fact.” I think this is legalese.

The Chair: Do you want to ask Mr. Glover that question? I do not know if he has his solicitor with him.

Do you have any explanation Mr. Glover?

Mr. Glover: If I may have just a moment, senator.

Senator Segal: Can I add to the question?

The Chair: Yes, as soon as Mr. Glover has finished his consultation. Let him finish that first.

Senator Segal: I think Senator Day, in his editorial enthusiasm, is having the unlikely impact of reducing the protection for the honest producer and manufacturer. This talks about “an erroneous impression regarding the fact.” If, in a judicial proceeding, it is clear that the fact was not, in fact, the fact, you a defence. I am sure it is not Senator Day’s intention to change this because he is on the other side of this question in terms of protecting the innocent. He always has been on the side of protecting the innocent. Tories are not quite as taken up with that proposition as Liberals. Having said that, in this case, it has

quoi il est question. Essentiellement, l’expression « quant au fait » n’a pas vraiment d’utilité », ici, et devrait probablement ne pas y figurer. Je propose de l’éliminer.

Le sénateur Eaton : Pourriez-vous vous expliquer, sénateur Day?

Le sénateur Day : Je propose :

Que le projet de loi C-6 soit modifié à l’article 9, à la page 6, par substitution, à la ligne 15, de ce qui suit :

« la fausse impression qu’il ne »

Je supprimerais les mots « quant au fait ». Je n’ajoute rien. « ... une fausse impression quant au fait qu’il ne... » : je ne sais pas qui a écrit ça.

Le sénateur Martin : Est-ce que je peux vous demander pourquoi vous supprimez ces mots?

Le sénateur Day : Ce n’est pas du bon français. C’est un aspect purement technique du libellé.

Le président : Je vois; vous voulez supprimer le mot « fausse ».

Le sénateur Day : Non, je propose de supprimer les mots « quant au fait ».

Le président : Je comprends.

Le sénateur Day : Comment pouvez-vous créer une fausse impression quand il s’agit d’un fait?

Le sénateur McCoy : Ce n’est probablement pas un fait.

Le sénateur Day : Ce n’est probablement pas un fait du tout. C’est une impression.

Le sénateur McCoy : Cela élargit l’éventail des possibilités.

Le sénateur Keon : Je me préoccupe de la formulation de cet article. Il semble être rédigé dans un jargon de juristes. « ... Une fausse impression quant au fait qu’il ne... » : c’est à mon avis du jargon de juristes.

Le président : Voulez-vous demander à M. Glover de répondre à cette question? Je ne sais pas si son conseiller juridique l’accompagne.

Avez-vous une explication à donner, monsieur Glover?

M. Glover : Un instant, s’il vous plaît, sénateur.

Le sénateur Segal : Est-ce que je peux poser une autre question?

Le président : Oui, dès que M. Glover aura fini sa consultation. Laissez-le d’abord terminer cela.

Le sénateur Segal : Je crois que le sénateur Day, dans son enthousiasme de rédacteur, a malgré lui réduit la protection offerte aux producteurs et fabricants honnêtes. On dit ici « une fausse impression quant au fait... » Si, dans le cadre de poursuites judiciaires, il devient évident qu’un fait n’était pas réellement un fait, vous avez là un moyen de défense. Je suis sûr que le sénateur Day n’avait pas l’intention de modifier cet article parce que, de son côté, il cherche à faire autre chose que de protéger les innocents. Il a toujours cherché à protéger les innocents. Les conservateurs ne sont pas autant concernés par cette question que

the opposite effect of removing a potential defence for an honest manufacturer or store operator, which I do not think he really intends. I have to oppose it in defence of the honest manufacturer.

The Chair: With that additional information, Mr. Glover, do you have a comment?

Mr. Glover: In addition to the senator's comments, the other concern is the drafting of this was in fact deliberate. There is, through case law that Justice has reviewed, some difficulty in proving an impression. We have to prove an impression of a certain fact. By removing "the fact," we actually make it significantly more difficult, should we need to move forward on this. It is asking us to prove an impression — an impression of what. Prove an impression of the fact that it is erroneous. It is in fact deliberate wording.

The Chair: Okay. Senator Day, what is your wish, then, on this clause?

Senator Day: I wish to continue with my proposed amendment. I believe it is well advised. It makes for much better drafting and I believe that this would be a reasonable amendment.

The Chair: No one else is speaking on it. Does the amendment carry?

Some Hon. Senators: Yes.

Some Hon. Senators: No.

An Hon. Senator: A recorded vote, please.

Mr. Lafrenière: The Honourable Senator Eggleton, P.C.

Senator Eggleton: Yes.

Mr. Lafrenière: The Honourable Senator Callbeck.

Senator Callbeck: Yes.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Agreed.

Mr. Lafrenière: The Honourable Senator Day.

Senator Day: Agreed.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Yes.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: Against.

Mr. Lafrenière: The Honourable Senator Fairbairn.

Senator Fairbairn: Agreed.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: No.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: Against.

les libéraux. Cela dit, dans le cas qui nous occupe, l'amendement aura l'effet contraire, c'est-à-dire qu'il privera les fabricants et les commerçants honnêtes de moyens de défense potentiels, et ce n'est pas là son intention, je crois. Je dois m'y opposer pour défendre les fabricants honnêtes.

Le président : Voulez-vous commenter ces renseignements supplémentaires, monsieur Glover?

M. Glover : J'ajouterais aux commentaires du sénateur qu'en outre, le libellé de cet article était en fait délibéré. Le ministère de la Justice a passé en revue la jurisprudence et souligne qu'il est parfois difficile de prouver une impression. Il s'agit de prouver notre impression concernant un fait quelconque. Si l'on supprimait les mots « quant au fait », il serait en réalité beaucoup plus difficile de le faire, le cas échéant. Selon cette disposition, nous devons prouver l'existence d'une impression — une impression sur un fait donné. Il faut prouver qu'une impression concernant un fait est fautive. En réalité, ce libellé est tout à fait délibéré.

Le président : D'accord. Sénateur Day, que désirez-vous faire, alors, en ce qui concerne cet article?

Le sénateur Day : Je vais maintenir l'amendement que j'ai proposé. Je crois qu'il est judicieux. Il améliore de beaucoup le libellé de l'article, et je crois que c'est un amendement raisonnable.

Le président : Plus personne ne demande la parole. Est-ce que l'amendement est adopté?

Des voix : D'accord.

Des voix : Non.

Une voix : Je demande le vote par appel nominal, s'il vous plaît.

M. Lafrenière : Sénateur Eggleton, C.P.

Le sénateur Eggleton : Oui.

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Oui.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Pour.

M. Lafrenière : Sénateur Day.

Le sénateur Day : Pour.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Oui.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Contre.

M. Lafrenière : Sénateur Fairbairn.

Le sénateur Fairbairn : Pour.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Non.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Contre.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: Against.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Against.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: Against.

Mr. Lafrenière: Five for, seven against.

The Chair: That is defeated. Shall clause 9, as it is, carry?

Hon. Senators: Agreed.

Senator Day: On division.

The Chair: There are two things we can do; either recorded votes or just on division. You can determine that as you go.

It is carried on division.

Clause 10; shall clause 10 carry?

Hon. Senators: Agreed.

The Chair: Shall clause 11 carry?

Hon. Senators: Agreed.

The Chair: Shall clause 12 carry?

Hon. Senators: Agreed.

The Chair: Shall clause 13 carry?

Senator Day: Just a second here. Yes. I am okay with that one.

The Chair: No amendment on clause 13?

Senator Day: No, but I have an amendment for clause 14.

The Chair: Clause 13 is carried.

Now we are on clause 14.

Senator Day: The proposed amendment for clause 14 tries to put some limits on this incident reporting. You will recall we had discussions about whether this could be a frying pan or a hockey stick, and if the hockey stick causes injury do you have to report that incident, that particular one, the screwdriver?

I move:

That Bill C-6 be amended in clause 14, on page 8, by replacing line 10 with the following:

“including a serious injury, and that occurred under circumstances that indicate that the product may pose a danger to human health or safety;”.

The Chair: Shall the amendment carry?

Some Hon. Senators: Yes.

Some Hon. Senators: No.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Contre.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Contre.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Contre.

M. Lafrenière : Cinq voix en faveur, sept contre.

Le président : Amendement rejeté. Est-ce que l'article 9 est adopté tel quel?

Des voix : D'accord.

Le sénateur Day : Avec dissidence.

Le président : De deux choses l'une : on consigne les résultats du vote par appel nominal, ou la dissidence. Nous verrons cela le moment venu.

L'article est adopté avec dissidence.

L'article 10, maintenant. Est-ce que l'article 10 est adopté?

Des voix : D'accord.

Le président : Est-ce que l'article 11 est adopté?

Des voix : D'accord.

Le président : Est-ce que l'article 12 est adopté?

Des voix : D'accord.

Le président : Est-ce que l'article 13 est adopté?

Le sénateur Day : Une seconde, s'il vous plaît. Oui. Je suis d'accord pour adopter cet article.

Le président : Vous n'avez pas d'amendement à présenter à l'article 13?

Le sénateur Day : Non, mais j'ai un amendement à présenter à l'article 14.

Le président : L'article 13 est adopté.

Nous en sommes donc à l'article 14.

Le sénateur Day : L'amendement à l'article 14 qui est proposé vise à encadrer quelque peu les rapports d'incident. Vous vous rappellerez que nous avons déjà discuté de cela, à savoir s'il s'agissait d'une poêle à frire ou d'un bâton de hockey; si un bâton de hockey cause une blessure, faut-il le signaler? Et qu'arrive-t-il dans le cas d'un tournevis?

Je propose :

Que le projet de loi C-6 soit modifié à l'article 14, à la page 8, par substitution, à la ligne 9, de ce qui suit :

« des blessures graves, et qui s'est produit dans des circonstances indiquant que le produit peut présenter un danger pour la santé ou la sécurité humaines; ».

Le président : Est-ce que l'amendement est adopté?

Des voix : Oui.

Des voix : Non.

The Chair: Do you want to explain it a little more?

Senator Day: We went through countless witnesses who said this could apply to hockey sticks. The department is going to be overwhelmed with reports of incidents or occurrences that fit within this definition of "incident." The department said they are not interested in receiving all of those reports. I am trying to limit this by adding these words.

Senator Ogilvie: Mr. Chair, I found in the original discussion, and I find again today, that the use of the reference to the idea that things that we use in a common way would be treated in some remarkable fashion by this bill to be in itself remarkable.

This issue deals with effects that result from the defects in the product itself. It does not deal with the way in which someone deliberately uses or abuses the circumstances, but this deals with product safety itself. In fact, the language covers the issue and in this case, this addition is irrelevant.

Senator Eaton: I believe there is a clause, which says very clearly that if it is something like a knife and you misuse a knife, then the knife is not subject to recall. It is something for which its use is not a defect. There is a clause that makes that explanation.

Mr. Glover: Clause 14 in its entirety, (a) through (d) and all of its subclauses, tries to deal with what the senator was just raising. The key point there is the reasonableness of all of these incidents may be reasonably expected to. We feel that it is clearly articulated there as we move forward with this.

Senator Cordy: I believe the proposed amendment clarifies it. When we heard from the Canadian Standards Association, they talked about the number of frivolous phone calls they received, like the toaster used to cook pork chops. In that example, the person called to say that the toaster had caught fire. Witnesses from the Canadian Standards Association told us that they prioritize so they react differently depending on the seriousness of the circumstances.

This proposed amendment moved by Senator Day clarifies whether the incident is in fact when the product is used for the intent for which it was made. Therefore, I will be voting in favour of the amendment.

The Chair: Is there anything further on this, colleagues? Shall I put the amendment? Do you wish to have a recorded vote?

All those in favour of the amendment?

Mr. Lafrenière: The Honourable Senator Eggleton.

Senator Eggleton: Yes.

Mr. Lafrenière: The Honourable Senator Callbeck.

Le président : Voudriez-vous donner quelques autres explications?

Le sénateur Day : Nous avons entendu d'innombrables témoins qui ont dit que cette disposition pouvait s'appliquer dans le cas des bâtons de hockey. Le ministère va être submergé par les rapports d'incident ou les signalements correspondant à cette définition du mot « incident ». Le ministère a fait savoir qu'il ne voulait pas recevoir tous ces rapports. J'essaie d'en limiter le nombre par l'ajout de ces mots.

Le sénateur Ogilvie : Monsieur le président, pendant les premières discussions, et aujourd'hui encore, j'ai l'impression que l'on s'appuyait sur une notion selon laquelle les choses que nous utilisons de façon courante pouvaient, selon ce projet de loi, être utilisées d'une autre façon remarquable; j'estime que cette notion est elle-même remarquable.

Nous parlons ici des effets du défaut d'un produit. Nous parlons non pas de l'usage délibéré ou du mauvais usage qu'une personne en fait, mais de la sécurité du produit lui-même. En fait, le libellé de l'article couvre la question en entier et, cette fois-ci, l'ajout n'est pas pertinent.

Le sénateur Eaton : Je crois qu'une disposition mentionne très clairement que le mauvais usage, disons, d'un couteau, ne fait pas en sorte que le couteau doit faire l'objet d'un rappel. L'usage qu'on en fait n'est pas un défaut. Il y a une disposition où cela est expliqué.

M. Glover : L'article 14 dans son intégralité, des alinéas a) à d), porte justement sur ce que le sénateur vient de dire. La question centrale, c'est le caractère raisonnable du signalement de tous ces incidents, auquel on peut raisonnablement s'attendre. Nous estimons que cela est très bien expliqué et que nous pouvons aller de l'avant.

Le sénateur Cordy : Je crois que l'amendement proposé clarifie tout cela. Nous avons reçu des témoins de l'Association canadienne de normalisation qui ont parlé du grand nombre d'appels téléphoniques frivoles qu'ils recevaient, par exemple d'une personne qui avait utilisé un grille-pain pour faire cuire des côtelettes de porc. Elle appelait pour signaler que son grille-pain avait pris feu. Les témoins de l'Association canadienne de normalisation nous ont dit avoir établi un ordre de priorité qui fait en sorte qu'ils réagissent différemment selon la gravité de la situation.

L'amendement proposé par le sénateur Day permet de préciser si l'incident a eu lieu lorsque le produit était utilisé conformément aux usages prévus. C'est pourquoi je voterai en faveur de l'amendement.

Le président : Est-ce que mes collègues veulent ajouter quelque chose sur le sujet? Dois-je mettre l'amendement aux voix? Voulez-vous que nous procédions à un vote par appel nominal?

Qui est en faveur de l'amendement?

M. Lafrenière : Sénateur Eggleton.

Le sénateur Eggleton : Oui.

M. Lafrenière : Sénateur Callbeck.

Senator Callbeck: Yes.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Yes.

Mr. Lafrenière: The Honourable Senator Day.

Senator Day: Yes.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Yes.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: No.

Mr. Lafrenière: The Honourable Senator Fairbairn.

Senator Fairbairn: Yes.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: No.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: No.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: No.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Yes.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: No.

Mr. Lafrenière: Seven for; five against.

The Chair: That amendment carries.

Clause 14 as amended?

Hon. Senators: Agreed.

Clause 15?

Senator Day: I have an amendment to clause 15, Mr. Chair.

Could we pass out my amendment number 3, please? It relates to clause 15, page 9.

I move:

That Bill C-6 be amended in clause 15, on page 9,

(a) by replacing lines 12 and 13 with the following:

15. (1) The Minister may disclose personal information related to a consumer product to a person or a government that"; and

(b) by replacing lines 17 to 19 with the following:

“relates if

Le sénateur Callbeck : Oui.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Oui.

M. Lafrenière : Sénateur Day.

Le sénateur Day : Oui.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Oui.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Non.

M. Lafrenière : Sénateur Fairbairn.

Le sénateur Fairbairn : Oui.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Non.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Non.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Non.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Oui.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Non.

M. Lafrenière : Sept voix en faveur, cinq contre.

Le président : L'amendement est adopté.

Est-ce que l'article 14 est adopté tel que modifié?

Des voix : D'accord.

Article 15?

Le sénateur Day : Je propose un amendement à l'article 15, monsieur le président.

Pourriez-vous distribuer le texte de mon troisième amendement, s'il vous plaît? Il porte sur l'article 15, à la page 9.

Je propose :

Que le projet de loi C-6 soit modifié à l'article 15, à la page 9 :

a) par substitution, à la ligne 10, de ce qui suit :

« **15.** (1) Le ministre peut communiquer à toute »;

(b) par substitution, aux lignes 14 à 18, de ce qui suit :

« nels relatifs a un produit de consommation et se rapportant à un individu

sans obtenir son consentement, si :

(a) the disclosure is necessary to identify or address a serious danger to human health or safety; and

(b) the person to whom or government to which the information may be disclosed agrees in writing to maintain the confidentiality of the information and to us it only for the purpose of carrying out those functions.

(2) The Minister shall provide prior notice of the intended disclosure to the individual to whom the personal information relates unless doing so would endanger human health or safety.

(3) If the Minister discloses personal information under subsection (1) without providing prior notice, he or she shall, as soon as practicable but not later than six months after the disclosure, notify the individual to whom the personal information relates.”.

What you will see with the first part of this amendment, is that I am making this first clause subclause 1, so it is 15(1), because we will add subclause 2 and subclause 3 afterwards. The wording is all the same. However, the clause is now 15(1). At the second part, I am replacing line 17 to 19. I put a number of qualifications after the beginning of line 17 and the words “relates if.”

My proposed subclause (2) adds the following:

(2) The Minister shall provide prior notice of the intended disclosure to the individual to whom the personal information relates unless doing so would endanger human health or safety.

This is the reasonableness here. The minister will talk to the person before the information is disclosed, unless the public is in danger.

Subclause (3) states:

(3) If the Minister discloses personal information under subsection (1) without providing prior notice, he or she shall, as soon as practicable but not later than six months after the disclosure, notify the individual to whom the personal information relates.

I might be overly generous in giving the ministry six months to notify someone, and I am open on that. What I want to achieve is the structure similar to the structure that appears in clause 17. In clause 17, you notify the person beforehand if possible. If the government cannot notify the person beforehand, because human health or safety is in danger, then at least let them know afterwards that their personal information has been given out to another company, another country, somewhere else.

The Chair: Within six months?

Senator Day: I said six months, but if honourable colleagues would like to shorten that up to 10 days, I would be fine with that, too.

a) cela est nécessaire pour établir l'existence d'un danger pour la santé ou la sécurité humaines qui est grave ou remédier à ce danger;

b) la personne ou l'administration à laquelle ces renseignements peuvent être communiqués consent par écrit à préserver leur confidentialité et à les utiliser seulement dans l'exercice de ses fonctions.

(2) Le ministre avise au préalable la personne en cause de son intention de communiquer des renseignements personnels, sauf dans le cas où cela présente un danger pour la santé ou la sécurité humaines.

(3) S'il communique des renseignements personnels en vertu du paragraphe (1) sans donner de préavis, le ministre en avise la personne en cause dans les meilleurs délais et au plus tard six mois après leur communication. »

Comme vous pouvez le voir, par mon amendement, je transforme l'article en paragraphe 1, c'est-à-dire qu'il devient le paragraphe 15(1), et j'ajoute les paragraphes 2 et 3 par la suite. Le libellé est le même. Cependant, l'article 15 est désormais le paragraphe 15(1). Ensuite, je remplace les lignes 14 à 18 et j'ajoute des précisions.

Je propose également d'ajouter le paragraphe 15(2) :

(2) Le ministre avise au préalable la personne en cause de son intention de communiquer des renseignements personnels, sauf dans le cas où cela présente un danger pour la santé ou la sécurité humaines.

C'est ici que le caractère raisonnable est défendu. Le ministre doit parler à la personne concernée avant de divulguer des informations, sauf si le public est en danger.

Le paragraphe 15(3) prévoit ce qui suit :

(3) S'il communique des renseignements personnels en vertu du paragraphe (1) sans donner de préavis, le ministre en avise la personne en cause dans les meilleurs délais et au plus tard six mois après leur communication.

Je suis peut-être trop généreux quand j'accorde au ministre six mois pour aviser quelqu'un, et je suis prêt à en discuter. Mon objectif était de donner à cet article une structure semblable à celle de l'article 17. Dans l'article 17, il est indiqué qu'il faut, dans la mesure du possible, aviser d'abord la personne en cause. Si le gouvernement ne peut pas le faire, parce que la santé ou la sécurité humaines sont menacées, il doit au moins aviser cette personne ultérieurement que des renseignements personnels la concernant ont été divulgués à une entreprise, un autre pays, une autre entité.

Le président : Dans les six mois?

Le sénateur Day : J'ai dit six mois, mais si mes honorables collègues veulent ramener ce délai à dix jours, cela me conviendrait quand même.

Senator Callbeck: I think six months is too long. What if it were 10 days? Are there problems with it being 10 days?

Senator Day: Maybe we should ask our colleagues.

The Chair: Mr. Glover, do you want to comment on this amendment and that specific issue?

Senator Segal: I assume that implicit in this are standing agreements between health authorities and different jurisdictions to exchange information when public safety is involved. I want to be clear that this amendment, by asking Canada to vary what may be an existing agreement with other international bodies, does not diminish the acuity and precision of our responsibility to them with respect to public safety. I want to be clear that this proposed amendment does not diminish their responsibility to us with respect to disclosing material information to our Department of Health, which may be necessary to protect the public here in Canada.

I am sure that is not Senator Day's intent, but I worry that the implication of what he is doing may be to put us in violation of some of those normative agreements which I assume exist between governments in good faith to address this kind of information sharing and the protection of the public interest.

Mr. Glover: I have a number of observations with respect to the proposed amendment. There are some concerns with the drafting.

First, the Privacy Commissioner testified before you that they were not concerned with these clauses. There was some deliberate drafting and we did consult with the Privacy Commissioner's office. I am not in a position to say whether they would or would not be satisfied with these amendments. However, I would note for the record that they were previously.

With respect to clause 15(1)(b), from a drafting point of view, I am no longer sure what those functions were as it has been structured.

With respect to the six months, I would also note that the administrative burden on the department for carrying out this sort of activity would be quite substantial. There are times or incidents where we may not be able to reach an individual, which means there is a possibility of compromising health and safety. An example is a company that has gone into receivership but still wishes to protect its CBI. There could be any number of reasons where we are not able to comply with what seems to be a reasonable intent but the standard is exceptionally high.

Le sénateur Callbeck : Je crois que six mois, c'est trop long. Pourquoi pas dix jours? Y aurait-il un problème à ce que l'on prévoie un délai de 10 jours?

Le sénateur Day : Nous devrions peut-être demander leur avis à nos collègues.

Le président : Monsieur Glover, voulez-vous commenter l'amendement et cette question précise?

Le sénateur Segal : Je présume qu'il est implicite qu'il existe des ententes permanentes conclues par les autorités de la santé et différentes administrations en vue de l'échange d'information dans l'État où la sécurité publique est menacée. J'aimerais qu'il soit clair que cet amendement, qui demande au Canada de modifier les ententes qui ont peut-être déjà été conclues avec des organismes internationaux, ne diminue en rien la cible très bien définie de notre responsabilité à leur égard en matière de sécurité publique. Je veux qu'il soit clair que l'amendement proposé ne diminue pas non plus leur responsabilité à notre égard en ce qui concerne la divulgation de renseignements à notre ministère de la Santé, dans le cas où cela est nécessaire pour protéger la sécurité du public canadien.

Je suis sûr que ce n'était pas là l'intention du sénateur Day, mais je crains que son amendement n'ait pour effet de nous amener à violer certains des accords normatifs qui, je le suppose, ont été conclus de bonne foi par les gouvernements afin de gérer la divulgation de ce type de renseignements et de protéger les intérêts du public.

M. Glover : J'ai un certain nombre d'observations à faire en ce qui a trait à l'amendement proposé. J'aimerais soulever quelques préoccupations concernant la façon dont il est rédigé.

Premièrement, les représentants du Commissariat à la protection de la vie privée sont venus témoigner devant vous et ont affirmé que ces articles ne les préoccupaient pas. Le libellé a été établi avec soin, et nous les avons consultés. Je ne suis pas en position d'affirmer qu'ils accepteraient ou non ces amendements. Cependant, j'aimerais qu'il soit inscrit dans le compte rendu qu'ils les acceptaient auparavant.

En ce qui concerne l'alinéa 15(1)(b) et la façon dont il est écrit, je ne sais plus très bien de quelles fonctions il s'agit.

En ce qui concerne le délai de six mois, j'ajouterai que, pour le ministère, c'est un type d'activités qui représente un fardeau administratif assez important. Dans certains cas, ou encore en cas d'incidents, il arrive que nous ne soyons pas capables de joindre une personne, ce qui veut dire qu'il est possible que la santé ou la sécurité soit compromise. Prenons à titre d'exemple une entreprise qui a été mise sous séquestre, mais qui désire néanmoins protéger ses renseignements commerciaux et confidentiels. Il y a toutes sortes de raisons pour lesquelles nous ne pouvons pas nous soumettre à ce qui semble pourtant un objectif raisonnable, parce que les normes sont exceptionnellement élevées.

With respect to Senator Segal's question, while there are written agreements and this would not put us in violation, they would diminish our ability to interact and work with them.

If we are required to disclose this information within a prescribed period of time, it is possible that, even after six months, the work could be ongoing. Notifying the company that two countries are working together to deal with a particular issue alerts the company that it is happening, which could, in its worst situation, lead to the destruction of records and the change of patterns, which would then compromise the health and safety of Canadians as we do our work.

The other concern I have is that it might create some reticence on the part of our partners to share that information if they know that we must then disclose it when they do not have to, as a course of the steps, they are taking to protect health and safety.

In the end, this could lead to significant, unintended consequences. I have concerns with the drafting.

Senator Day: I have one comment in that regard. I am talking about clause 15. Clauses 16 and 17 relate to confidential business information. Clause 15 relates to personal information, but I am sure Mr. Glover did not intend to mislead us in his comment, talking about confidential business information.

Mr. Glover: My apologies. Thank you, senator, for the clarification.

The Chair: Is your comment relevant, then, to this clause?

Mr. Glover: Yes.

The Chair: We are getting into a difficult dialogue in trying to interpret legal phrases. I think this is becoming uncomfortable.

Mr. Glover: I was just advised that oftentimes some of it is disaggregated. While it is personal information, we are not always able, while it is still personal, to identify the exact individual. We could have elements, for example, the date of birth, the city, and so on, but it is still personal information at an aggregate. To say which individual, and so on, could be exceedingly difficult for us at a practical level.

Senator Martin: I wish to make a comment to Senator Day. He and his office have prepared these amendments, but this seems like a fairly major amendment with quite a change in the wording. Earlier, he said he wanted to propose an amendment to make things more concise. If we look at clause 15, the wording at the end of it says "if the disclosure is necessary to identify or address a serious danger to human health or safety." We discussed and

Pour répondre à la question du sénateur Segal, je dirais que, même s'il existe des ententes écrites et que l'amendement ne nous placera pas en situation d'infraction, cet amendement diminuerait quand même notre capacité d'interaction et de collaboration avec les autres organismes.

Si nous devons divulguer ce type de renseignements dans un délai prescrit, il est possible que, même après six mois, le travail ne soit toujours pas terminé. Quand on avise une entreprise du fait que deux pays ont pris des mesures concertées pour s'attaquer à un enjeu quelconque, l'entreprise est mise au courant de ce qui se passe, et, dans le pire des cas, cela pourrait l'amener à détruire des dossiers ou à changer des modèles, et, au bout du compte, par notre travail même, nous mettrions en péril la santé et la sécurité des Canadiens.

L'autre aspect qui me préoccupe, c'est que cela pourrait créer chez nos partenaires une certaine réticence à transmettre des renseignements en sachant que nous devons les divulguer, même s'ils n'ont pas à le faire selon les mesures qu'ils ont prises pour protéger la santé et la sécurité.

Au bout du compte, il pourrait y avoir des conséquences importantes et imprévues. La façon dont l'amendement est rédigé me préoccupe.

Le sénateur Day : J'ai un commentaire à faire à ce sujet. Je parle ici de l'article 15. Les articles 16 et 17 ont trait aux renseignements commerciaux confidentiels. L'article 15 concerne les renseignements personnels, mais je suis sûr que M. Glover n'a pas voulu nous induire en erreur lorsqu'il a parlé des renseignements commerciaux confidentiels.

M. Glover : Je m'excuse. Merci, sénateur, d'avoir fait cette clarification.

Le président : Est-ce que votre commentaire est pertinent, à ce moment-là, au regard de l'article en question?

M. Glover : Oui.

Le président : Il devient difficile de poursuivre un dialogue en essayant d'interpréter des phrases à caractère juridique. Je crois que tout cela crée de l'inconfort.

M. Glover : On vient de me dire qu'il arrive souvent que ces renseignements soient en partie désagrégés. Même quand il s'agit de renseignements personnels, nous ne sommes pas toujours en mesure d'identifier la personne à qui ils appartiennent. Nous pouvons avoir certains éléments, par exemple la date de naissance ou la ville, mais il s'agit quand même globalement de renseignements personnels. Trouver la personne concernée, pour commencer, pourrait être extrêmement difficile, pour nous, sur le plan pratique.

Le sénateur Martin : Je pourrais faire un commentaire à l'intention du sénateur Day. Il a préparé ces amendements avec l'aide de son personnel, mais celui-ci semble être un amendement passablement important, qui apporte des modifications considérables au libellé. Le sénateur Day a dit plus tôt qu'il proposait un amendement par souci de concision. Prenons l'article 15, qui se termine sur ces mots : « ... si cela est

studied this at length during our committee hearings. This proposed amendment is quite lengthy compared to this clause, and it would take more time to consider these changes.

Considering all the amendments that Senator Day is putting before us, are you absolutely set on moving forward? Obviously, he has put effort into it; he is presenting it to the committee. We have a lot of information to consider. Maybe I am feeling the discomfort, as you are, Senator Eggleton.

The Chair: One way of handling this would be to stand it down for the moment. We can always come back to it later or we can go overnight. We do have the ability to meet tomorrow, if necessary, if people need more time to look at these amendments and consider their ramifications.

Senator Martin: I do not see the point in that. In any case, I am ready for the question, if others are, at this time.

The Chair: Shall I put the question now or shall I stand it down?

Mr. Lafrenière: Do we want a recorded vote?

The Chair: Yes.

Mr. Lafrenière: Senator Eggleton?

The Chair: Yes.

Mr. Lafrenière: Senator Callbeck?

Senator Callbeck: Yes.

Mr. Lafrenière: Senator Cordy?

Senator Cordy: Yes.

Mr. Lafrenière: Senator Day?

Senator Day: Yes.

Mr. Lafrenière: Senator Dyck?

Senator Dyck: Yes.

Mr. Lafrenière: Senator Eaton?

Senator Eaton: No.

Mr. Lafrenière: Senator Fairbairn?

Senator Fairbairn: Yes.

Mr. Lafrenière: Senator Keon?

Senator Keon: No.

Mr. Lafrenière: Senator Martin?

Senator Martin: No.

Mr. Lafrenière: Senator Ogilvie?

Senator Ogilvie: No.

Mr. Lafrenière: Senator Pépin?

Senator Pépin: Abstain.

nécessaire pour établir l'existence d'un danger pour la santé ou la sécurité humaines qui est grave ou remédier à ce danger. » Nous avons étudié cet article en détail et nous l'avons longuement analysé pendant les réunions du comité. L'amendement proposé est assez long, comparé à l'article, et il faudrait encore plus de temps pour examiner ces changements.

Compte tenu de tous les amendements que le sénateur Day nous a présentés aujourd'hui, êtes-vous absolument certain de vouloir poursuivre? De toute évidence, il a travaillé dur sur ce dossier; il est venu présenter ses amendements devant le comité. Nous avons à examiner un volume considérable d'informations. Je crois que je commence aussi à ressentir de l'inconfort, tout comme vous, monsieur le sénateur Eggleton.

Le président : Nous pourrions peut-être réserver cet amendement, pour le moment. Nous pouvons toujours y revenir plus tard ou encore demain. Nous pouvons nous réunir demain, au besoin, si les gens ont besoin de plus de temps pour examiner les amendements et réfléchir à leurs répercussions.

Le sénateur Martin : Je ne vois pas pourquoi on ferait cela. Quoi qu'il en soit, je suis prêt à voter, si les autres le sont aussi.

Le président : Dois-je mettre la question aux voix tout de suite, ou devrais-je la reporter?

M. Lafrenière : Voulons-nous un vote par appel nominal?

Le président : Oui.

M. Lafrenière : Sénateur Eggleton?

Le président : Oui.

M. Lafrenière : Sénateur Callbeck?

Le sénateur Callbeck : Oui.

M. Lafrenière : Sénateur Cordy?

Le sénateur Cordy : Oui.

M. Lafrenière : Sénateur Day?

Le sénateur Day : Oui.

M. Lafrenière : Sénateur Dyck?

Le sénateur Dyck : Oui.

M. Lafrenière : Sénateur Eaton?

Le sénateur Eaton : Non.

M. Lafrenière : Sénateur Fairbairn?

Le sénateur Fairbairn : Oui.

M. Lafrenière : Sénateur Keon?

Le sénateur Keon : Non.

M. Lafrenière : Sénateur Martin?

Le sénateur Martin : Non.

M. Lafrenière : Sénateur Ogilvie?

Le sénateur Ogilvie : Non.

M. Lafrenière : Sénateur Pépin?

Le sénateur Pépin : Je m'abstiens.

Mr. Lafrenière: Senator Segal?

Senator Segal: No.

Mr. Lafrenière: Yeas, 6; nays, 5; abstentions 1.

The Chair: That carries.

Clause 15, as amended?

Hon Senators: Agreed.

The Chair: Carried.

Clause 16.

Senator Day: I have a similar amendment on clause 16, Mr. Chair. As Mr. Glover pointed out earlier, this is confidential business information, which is different from the personal information we just dealt with. In this clause the word “environment” appears as well as “human health and safety,” so it also becomes environmental legislation.

This amendment would make this first subclause (1), similar to what we did in clause 15. That is part (a). Part (b) is replacing line 27. The effect of that is taking out “and without notifying the person.” We will have the same structure afterwards of notifying the person beforehand, or the company, if possible. However, if the public is at danger, notify them afterwards that you made their private, personal, confidential information available to their competitor in a foreign country. Let them know. That is the structure.

I move:

That Bill C-6 be amended in clause 16, on page 9,

(a) by replacing line 20 with the following:

“**16.** (1) The Minister may disclose confidential”;

(b) by replacing line 27 with the following:

“relates if the”; and

(c) by adding after line 32 the following:

“(2) The Minister may make a disclosure under subsection (1) only for the purpose of protecting human health or safety or the environment.

(3) The Minister shall provide prior notice of the intended disclosure to the person to whose business or affairs the information relates unless doing so would endanger human health or safety or the environment.

M. Lafrenière : Sénateur Segal?

Le sénateur Segal : Non.

M. Lafrenière : Six voix en faveur, cinq contre et une abstention.

Le président : L’amendement est adopté.

L’article 15 est-il adopté tel que modifié?

Des voix : Oui.

Le président : L’article est adopté.

Article 16.

Le sénateur Day : J’ai un amendement semblable à proposer pour l’article 16, monsieur le président. Comme M. Glover l’a dit un peu plus tôt, il s’agit de renseignements commerciaux confidentiels, ce qui n’est pas même chose que les renseignements personnels dont nous venons de parler. Dans cet article, on trouve le mot « environnement » tout juste à côté de l’expression « la santé ou la sécurité humaines »; il s’agit donc d’une loi sur l’environnement.

Par cet amendement, nous créerions un paragraphe (1), comme nous l’avons fait avec l’article 15. C’est la partie a). La partie b) vise à remplacer les lignes 26 et 27. Ainsi, on supprimerait la mention « et sans l’aviser » [la personne en cause] ». On utiliserait la même structure, par la suite, qui consiste à aviser au préalable la personne ou l’entreprise en cause, lorsque cela est possible. Cependant, lorsqu’il existe un danger pour le public, la personne et l’entreprise seront avisées par la suite du fait que leurs renseignements privés, personnels et confidentiels ont été communiqués à leur compétiteur dans un autre pays. Il faut les en aviser. C’est la structure à respecter.

Je propose :

Que le projet de loi C-6 soit modifié à l’article 16, à la page 9 :

a) par substitution, À la ligne 19, de ce qui suit :

« **16.** (1) Le ministre peut communiquer à toute »;

b) par substitution, aux lignes 26 et 27, de ce qui suit :

« activités sans obtenir son consentement, s’il conclut avec le destinataire des »;

c) par adjonction, après la ligne 31, de ce qui suit :

« (2) Le ministre ne peut communiquer les renseignements visés au paragraphe (1) que dans le but de protéger la santé ou la sécurité humaines ou l’environnement.

(3) Le ministre avise au préalable la personne en cause de son intention de communiquer des renseignements commerciaux confidentiels, sauf dans le cas où cela présente un danger pour la santé ou la sécurité humaines ou l’environnement.

(4) If the Minister discloses confidential business information under subsection (1) without providing prior notice, he or she shall, as soon as practicable but not later than six months after the disclosure, notify the person to whose business or affairs the information relates.”.

Senator Eaton: Mr. Chair, these are not simple amendments, as we are beginning to see. They add many subclauses to each clause. The justice department has not looked at these amendments. Are we qualified, as a committee, to add clauses to a bill without legal counsel?

The Chair: That is why the officials are at the end of the table.

Senator McCoy: That is the Senate’s job.

Senator Day: We are qualified to vote against them.

The Chair: It is our job to do that, with legal advice.

Senator Eaton: We have no legal advice.

The Chair: We have legal advice at the end of the table.

Senator Eaton: Ms. Labelle is not writing the bill. We are writing a bill.

The Chair: We have legal advice at the end of the table.

Senator McCoy: Ms. Labelle is not allowed to give us advice. She is counsel to the department.

The Chair: Is there anything further on this?

Senator Day: Question.

The Chair: Is the amendment of Senator Day agreed to?

Some Hon. Senators: Agreed.

Some Hon. Senators: No.

The Chair: We will have a recorded vote.

Mr. Lafrenière: The Honourable Senator Eggleton, P.C.

Senator Eggleton: Yes.

Mr. Lafrenière: The Honourable Senator Callbeck.

Senator Callbeck: Yes.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Yes.

Mr. Lafrenière: The Honourable Senator Day.

Senator Day: Yes.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Yes.

(4) S’il communique des renseignements commerciaux confidentiels en vertu du paragraphe (1) sans donner de préavis, le ministre en avise la personne en cause dans les meilleurs délais et au plus tard six mois après leur communication. ».

Le sénateur Eaton : Monsieur le président, ce ne sont pas là de simples amendements, comme nous commençons à le voir. Ils créent beaucoup de paragraphes et d’alinéas dans un article. Le ministère de la Justice ne les a pas étudiés. Sommes-nous qualifiés, à titre de membres du comité, pour ajouter des articles à un projet de loi sans avoir obtenu des conseils juridiques?

Le président : C’est la raison pour laquelle des fonctionnaires se retrouvent à la table.

Le sénateur McCoy : C’est le travail du Sénat.

Le sénateur Day : Nous avons qualité pour voter et les rejeter.

Le président : Nous sommes chargés de faire ce travail avec des conseils juridiques.

Le sénateur Eaton : Nous n’avons pas reçu de conseils juridiques.

Le président : Nous pouvons demander des conseils juridiques aux personnes qui se trouvent au bout de la table.

Le sénateur Eaton : Ce n’est pas Mme Labelle qui rédige le projet de loi. Nous rédigeons le projet de loi.

Le président : Nous pouvons demander des conseils juridiques aux personnes qui se trouvent au bout de la table.

Le sénateur McCoy : Mme Labelle n’est pas autorisée à nous donner des conseils. Elle est conseillère du ministère.

Le président : Est-ce que quelqu’un veut ajouter quelque chose à ce sujet?

Le sénateur Day : Je propose la mise aux voix.

Le président : L’amendement proposé par le sénateur Day est-il adopté?

Des voix : Oui.

Des voix : Non.

Le président : Nous allons procéder au vote par appel nominal.

M. Lafrenière : Sénateur Eggleton, C.P.

Le sénateur Eggleton : Oui.

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Oui.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Oui.

M. Lafrenière : Sénateur Day.

Le sénateur Day : Oui.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Oui.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: No.

Mr. Lafrenière: The Honourable Senator Fairbairn, P.C.

Senator Fairbairn: Yes.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: No.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: No.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: No.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Yes.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: No.

Mr. Lafrenière: Yeas, 7; nays, 5.

The Chair: The amendment is carried. Shall the clause, as amended, carry?

Senator Day: Agreed.

The Chair: That was clause 16.

Shall 17 carry?

Hon. Senators: Agreed.

The Chair: Carried.

Shall 17.1 carry?

Hon. Senators: Agreed.

The Chair: Carried.

Shall clause 18 carry?

Hon. Senators: Agreed.

The Chair: Carried.

Shall clause 19 carry?

Senator Segal: I need to register an abstention on clause 18.

The Chair: There was no vote on clause 18. Can we record an abstention?

Mr. Lafrenière: We will find a way.

The Chair: We will find a way.

With one abstention clause 18 carries.

Shall clause 19 carry?

Hon. Senators: Agreed.

The Chair: Carried.

Shall clause 20 carry?

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Non.

M. Lafrenière : Sénateur Fairbairn, C.P.

Le sénateur Fairbairn : Oui.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Non.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Non.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Non.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Oui.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Non.

M. Lafrenière : Pour, 7, contre, 5.

Le président : L'amendement est adopté. L'article est-il adopté tel qu'amendé?

Le sénateur Day : D'accord.

Le président : Il s'agissait de l'article 16.

Est-ce que l'article 17 est adopté?

Des voix : D'accord.

Le président : Adopté.

L'article 17.1 est-il adopté?

Des voix : D'accord.

Le président : Adopté.

L'article 18 est-il adopté?

Des voix : D'accord.

Le président : Adopté.

L'article 19 est-il adopté?

Le sénateur Segal : J'aimerais que l'on prenne note de mon abstention sur l'article 18.

Le président : Il n'y a pas eu de vote sur l'article 18. Pouvons-nous inscrire une abstention?

M. Lafrenière : Nous trouverons un moyen de le faire.

Le président : Nous trouverons un moyen de le faire.

L'article 18 est adopté avec une abstention.

L'article 19 est-il adopté?

Des voix : D'accord.

Le président : Adopté.

L'article 20 est-il adopté?

Senator Day: I have a proposed amendment to clause 20(2)(d):

(2) The inspector may, for the purpose referred to in subsection (1),

Subsection 1 talks *inter alia* of the purpose of verifying compliance, and that is before there are any reasonable or probable grounds for doing anything. They can:

(d) seize and detain for any time that may be necessary

. . . an article or a conveyance. A conveyance, as I interpret it, could be a vehicle or whatever a product might be carried in.

I move:

That Bill C-6 be amended in clause 20, on page 11, by replacing line 19 with the following:

“by means of or in relation to which the inspector believes on reasonable grounds any provision of this Act or the regulations has been contravened, or”.

I picked up the “or” again at the back end and I added this qualifier so that the inspector cannot seize and detain without having some reasonable grounds for believing.

Senator Segal: I accepted the advice of the officers of the Crown who have appeared before us that the normative common law, public administration rules and others, about inspectors acting in a reasonable way is a given. Therefore, I am not disposed to this amendment.

Senator Day: You are not going to give it to me.

Senator Segal: It may not matter.

Senator Eaton: We are going to win.

Senator Day: Yes, but I would like to see some reasonableness in this committee.

The Chair: A recorded vote has been requested on the amendment.

Mr. Lafrenière: The Honourable Senator Eggleton, P.C.

Senator Eggleton: Yes.

Mr. Lafrenière: The Honourable Senator Callbeck.

Senator Callbeck: Yes.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Yes.

Mr. Lafrenière: The Honourable Senator Day.

Senator Day: Yes.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Yes.

Mr. Lafrenière: The Honourable Senator Eaton.

Le sénateur Day : J’ai proposé un amendement à l’alinéa 20(2) d) :

(2) L’inspecteur peut, aux fins prévues au paragraphe (1) :

Dans le paragraphe (1), on dit entre autres que l’inspecteur peut, pour vérifier le respect de la présente loi et des règlements faire certaines choses avant d’avoir réuni des éléments de preuve. L’inspecteur peut :

d) saisir et retenir aussi longtemps que nécessaire

[...] un article ou un moyen de transport. Si j’ai bien compris, un moyen de transport, c’est un véhicule ou tout ce qu’on peut utiliser pour transporter un produit.

Je propose :

Que le projet de loi C-6 soit modifié à l’article 20, à la page 11, par substitution, à la ligne 16, de ce qui suit :

« loi ou les règlements qui s’y trouve, s’il a des motifs raisonnables de croire que cet article a servi ou donné lieu à une contravention à la présente loi ou à ses règlements, ou, le cas ».

Je reprends la phrase à « ou », à la fin, et j’ai ajouté cela dans le but que l’inspecteur ne puisse pas saisir et retenir un article s’il n’a pas des motifs raisonnables de croire qu’il doit le faire.

Le sénateur Segal : J’ai entendu le conseil des fonctionnaires de la Couronne qui se sont présentés devant notre comité et qui ont affirmé que, selon les normes de la common law, les règlements de l’administration publique et d’autres instruments, il est implicitement reconnu que les inspecteurs se comportent de manière raisonnable. C’est pourquoi je ne suis pas en faveur de cet amendement.

Le sénateur Day : Vous n’allez rien me donner.

Le sénateur Segal : Cela n’est peut-être pas important.

Le sénateur Eaton : Nous allons gagner.

Le sénateur Day : Oui, mais j’aimerais que notre comité se montre raisonnable.

Le président : Quelqu’un a demandé la mise au vote par appel nominal sur l’amendement.

M. Lafrenière : Sénateur Eggleton, C.P.

Le sénateur Eggleton : Oui.

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Oui.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Oui.

M. Lafrenière : Sénateur Day.

Le sénateur Day : Oui.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Oui.

M. Lafrenière : Sénateur Eaton.

Senator Eaton: No.

Mr. Lafrenière: The Honourable Senator Fairbairn, P.C.

Senator Fairbairn: Yes.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: No.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: No.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: No.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Yes.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: No.

Mr. Lafrenière: Yeas, 7; nays, 5.

The Chair: The amendment carries. Is there anything else on clause 20?

Senator Day: I have another amendment, Mr. Chair, to clause 20(4) on page 12. The effect of this amendment is to eliminate the words “and they are not liable for doing so.”

I move:

That Bill C-6 be amended in clause 20, on page 12, by replacing line 9 with the following:

“property.”

The Chair: Are there any questions on this amendment?

Are senators ready for the question?

Some Hon. Senators: Question.

Mr. Lafrenière: The Honourable Senator Eggleton, P.C.

Senator Eggleton: Yes.

Mr. Lafrenière: The Honourable Senator Callbeck.

Senator Callbeck: Yes.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Yes.

Mr. Lafrenière: The Honourable Senator Day.

Senator Day: Yes.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Yes.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: No.

Mr. Lafrenière: The Honourable Senator Fairbairn, P.C.

Senator Fairbairn: Yes.

Le sénateur Eaton : Non.

M. Lafrenière : Sénateur Fairbairn, C.P.

Le sénateur Fairbairn : Oui.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Non.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Non.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Non.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Oui.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Non.

M. Lafrenière : Pour, 7; contre, 5.

Le président : L'amendement est adopté. Y a-t-il autre chose à dire au sujet de l'article 20?

Le sénateur Day : J'ai proposé un autre amendement, monsieur le président, au paragraphe 20(4), à la page 12. Cet amendement vise à éliminer la proposition « sans encourir de poursuites à cet égard ».

Je propose :

Que le projet de loi C-6 soit modifié, à l'article 20, à la page 12, par substitution, aux lignes 13 et 14, de ce qui suit :

« privée et y circuler. »

Le président : Y a-t-il des questions concernant cet amendement?

Les sénateurs sont-ils prêts à passer au vote?

Des voix : Mettez la question aux voix.

M. Lafrenière : Sénateur Eggleton, C.P.

Le sénateur Eggleton : Oui.

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Oui.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Oui.

M. Lafrenière : Sénateur Day.

Le sénateur Day : Oui.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Oui.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Non.

M. Lafrenière : Sénateur Fairbairn, C.P.

Le sénateur Fairbairn : Oui.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: No.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: No.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: No.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Yes.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: Abstain.

Mr. Lafrenière: Yeas, 7; nays, 4; abstentions, 1.

The Chair: That amendment carries. Is there anything further on clause 20? Shall clause 20 with two amendments carry?

Senator Day: Agreed.

The Chair: Clause 21.

Senator Day: Yes, I have a proposed amendment to clause 21. I move:

That Bill C-6 be amended in clause 21,

(a) on page 12,

(i) by replacing line 17 with the following:

“20(1) is an office or a dwelling-house, an inspector may not”,

(ii) by replacing line 24 with the following:

“person who is named in it to enter an office or a dwelling-”,

(iii) by replacing line 27 with the following:

“(a) the office or dwelling-house is a place described in”,

(iv) by replacing line 29 with the following:

“(b) entry to the office or dwelling-house is necessary”,

(v) by replacing line 32 with the following:

“(c) entry to the office or dwelling-house was refused”; and

(b) on page 13, by adding after line 9 the following:

“(5) In this section, “office” means a self-contained room or place that is used as a business office, but does not include a room or place in which a consumer product is manufactured, packaged, stored, advertised to the public, sold, labeled, tested or transported.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Non.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Non.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Non.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Oui.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Je m’abstiens.

M. Lafrenière : Pour, 7; contre, 4; abstention; 1.

Le président : L’amendement est adopté. Y a-t-il quelque chose à ajouter sur l’article 20? L’article 20 est-il adopté tel que modifié par deux amendements?

Le sénateur Day : D’accord.

Le président : L’article 21.

Le sénateur Day : Oui, j’ai proposé un amendement à l’article 21. Je propose :

Que le projet de loi C-6 soit modifié à l’article 21 :

a) à la page 12 :

(i) par substitution, à la ligne 21, de ce qui suit :

« 21.(1) Dans le cas d’un bureau ou d’une maison d’habite- »,

(ii) par substitution, à la ligne 29, de ce qui suit :

« d’un bureau ou d’une maison d’habitation s’il est convaincu, »,

(iii) par substitution, à la ligne 32, de ce qui suit :

« a) le bureau ou la maison d’habitation est un lieu visé au »,

(iv) dans la version anglaise, par substitution, à la ligne 29, de ce qui suit :

« (b) entry to the office or dwelling-house is necessary »,

(v) dans la version anglaise, par substitution, à la ligne 32, de ce qui suit :

« (c) entry to the office or dwelling-house was refused »;

b) à la page 13, par adjonction, après la ligne 10, de ce qui suit :

« (5) Au présent article, « bureau » s’entend d’une pièce ou d’une installation autonome servant de bureau d’affaires, à l’exclusion de toute pièce ou installation où un produit de consommation est fabriqué, emballé, entreposé, vendu, étiqueté, mis à l’essai ou transporté ou encore où la publicité d’un tel produit est faite.

(6) For the purposes of subsection (5), “sold” means exposed for sale, lease, or distribution to one or more persons, or in possession for the purposes of sale, lease, or distribution to one or more persons.

This amendment is reflective of discussions we have had to expand the requirement for a warrant. It is not to the extent that some of our witnesses wanted it extended, but to include a dwelling house and/or an office if the office is a separate room, separate place than the place of manufacture or the imported goods or labelling of the product. If it is an office somewhere else, we suggest that there should be a warrant obtained. I point out again that the warrant can be obtained from a Justice of the Peace by telephone, according to this particular section.

Everywhere you see the words “dwelling house” I am adding “office or dwelling house.”

The Chair: So you are saying an office, but that does not include a warehouse or store?

Senator Day: That is correct.

The Chair: You are separating an office and a business as opposed to other components of a business, for warrant purposes.

Senator Day: For warrant purposes.

The Chair: Office in a home. Home is already covered by a warrant, I think.

Senator Day: A dwelling house is covered by a warrant; that is right. If you read subsection 5:

(5) In this section, “office” means a self-contained room or place that is used as a business office, but does not include a room or place in which a consumer product is manufactured, packaged, stored, advertised to the public, sold, labelled, tested or transported.

I had to define “sold” in 21(6) because the definition of “sell,” the present of the word “sold,” is so broad that I felt it was important to define it for the purpose of this section.

Senator Ogilvie: I am very much opposed to this amendment. I can read this easily without the benefit of long study as meaning an office in the context that the senator has described it being a part of a situation that is clearly in necessary of being investigated where the records would be held for the issue and situation that is occurring. I think this is a travesty with regard to the intent of the bill.

Senator Eaton: I agree wholeheartedly. I think if this committee really wants to protect Canadians, eviscerating the bill, the way we are doing now, is not serving the public interest, and this amendment would certainly not be serving the public interest.

(6) Pour l'application du paragraphe (5), « vendu » s'entend du fait d'exposer pour la vente, la location ou la fourniture à une ou plusieurs personnes, ou d'avoir en sa possession pour la vente, la location ou la fourniture à une ou plusieurs personnes. ».

Cet amendement reflète les discussions que nous avons eues, où il était question de renforcer les exigences touchant le mandat. Elles ne sont peut-être pas aussi étendues que certains de nos témoins l'auraient voulu, mais elles intègrent les maisons d'habitation et les bureaux, s'ils sont situés dans un local distinct ou dans une installation distincte de l'endroit où le produit est fabriqué, où un produit importé est entreposé ou où un produit est étiqueté. Si le bureau est situé ailleurs, nous proposons qu'il soit possible d'obtenir un mandat. Je souligne encore une fois que, selon cet article en particulier, il est possible à un juge de paix de délivrer un mandat par téléphone.

Partout ailleurs, à côté de « maison d'habitation », j'ajoute « bureau ».

Le président : Quand vous parlez de bureau, vous ne parlez pas d'un entrepôt ou d'un commerce?

Le sénateur Day : C'est cela.

Le président : Vous distinguez le bureau et l'établissement des autres aspects de l'entreprise, aux fins du mandat.

Le sénateur Day : Aux fins du mandat.

Le président : Un bureau à la maison. Les mandats couvrent déjà les résidences, je crois.

Le sénateur Day : Les mandats visent déjà les maisons d'habitation; c'est exact. Relisons le paragraphe 5 :

(5) Au présent article, « bureau » s'entend d'une pièce ou d'une installation autonome servant de bureau d'affaires, à l'exclusion de toute pièce ou installation où un produit de consommation est fabriqué, emballé, entreposé, vendu, étiqueté, mis à l'essai ou transporté ou encore où la publicité d'un tel produit est faite.

Dans le paragraphe 21(6), j'ai tenu à définir « vendu » parce que la définition de « vente », le substantif de la même famille de mots, est si large que je jugeais important de fournir une définition aux fins de cette disposition.

Le sénateur Ogilvie : Je suis tout à fait contre cet amendement. Je n'ai aucune difficulté à lire cet article, je n'ai pas besoin d'une longue étude pour comprendre la signification de bureau dans le contexte que le sénateur a décrit, dans les cas où, clairement, il est nécessaire de procéder à une fouille, si c'est là que se trouvent les dossiers impliqués. Je crois qu'au regard de l'intention du projet de loi, c'est une parodie.

Le sénateur Eaton : Je suis on ne peut plus d'accord. Je crois que notre comité désire réellement protéger les Canadiens, mais, s'il mutile ainsi le projet de loi, il ne défend pas les intérêts du public, et cet amendement, à coup sûr, ne protège pas les intérêts du public.

Senator Cordy: The amendment is not saying that we can never go into an office. The amendment simply says that in order to go into an office that is separate from — and the definition of office is there. It is a self-contained place that is used as a business office. It does not mean that it is a corner of a warehouse; it means that if you wish to go into a self-contained office you will need a warrant. It does not mean you can never go into an office.

Senator Eaton: Senator Cordy, I appreciate what you are saying, but Revenue Canada can go into your wardrobe without a warrant. An office is still a public place. People can knock on the door and go in. It can hold files and papers. It would be very necessary to know the formula or distribution is or how much or what stock or inventory. To demand a warrant eviscerates the bill.

Senator McCoy: I anticipate the deliberations, although I am not a member so I am not voting.

The Chair: However, you can speak.

Senator McCoy: Thank you. It seems to me that one of the egregious challenges with this legislation is it leads us down a slippery slope on the procedural side. The intent of the legislation to protect consumer products is inestimable. We have, for years, protected the individual against the depredations and degradations of the state. That is our British common law tradition. To do that we must maintain a certain rigour in our standard legislation that allows the individual to have the intercession of an independent agency, in this case a Justice of the Peace, who says, “Yes, I hear your reasons. You want to go in. They seem clear to me; go ahead.” Those warrants take no time at all to take if the grounds are set out, and they generally are.

Just like the Senate, it is that one moment for a sober second thought that has kept our people safely on the side of the law, both for those called upon to undertake inspections and those called upon to be inspected. What impels me to attend these hearings and your meetings — and I am very impressed with the quality of participation on all four sides of this table — is those protections of our legal rights that we must maintain and continue to uphold in the writing of legislation as a tradition that should not be any further eroded.

The Chair: Are we ready for the question?

Some Hon. Senators: Question.

Mr. Lafrenière: The Honourable Senator Eggleton, P.C.

Senator Eggleton: Yes.

Mr. Lafrenière: The Honourable Senator Callbeck.

Senator Callbeck: Abstain.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Yes.

Mr. Lafrenière: The Honourable Senator Day.

Le sénateur Cordy : Cet amendement ne nous empêche pas d'entrer dans un bureau. Il dit simplement que, si nous voulons aller dans un bureau qui est séparé — et il donne la définition d'un bureau. C'est un local autonome qui sert aux activités d'une entreprise. Ce n'est pas un coin dans un entrepôt; ça veut dire que, si vous désirez entrer dans un bureau autonome, vous avez besoin d'un mandat. Cela ne veut pas dire que vous ne pourrez jamais aller dans un bureau.

Le sénateur Eaton : Sénateur Cordy, j'apprécie ce que vous dites, mais Revenu Canada peut entrer dans votre garde-robe même s'il n'a pas de mandat. Un bureau reste un lieu public. Les gens cognent à la porte et entrent. Un bureau contient des dossiers et des documents. Mais il faudrait absolument connaître la formule, la méthode de distribution, le nombre d'articles en stock. Demander un mandat vide le projet de loi de sa substance.

Le sénateur McCoy : Je prévois qu'il y a aura des discussions, mais, comme je ne suis pas un membre du comité, je ne vote pas.

Le président : Vous pouvez quand même avoir la parole.

Le sénateur McCoy : Merci. À mon avis, une des difficultés manifestes du projet de loi tient au fait qu'il entraîne des risques de dérive au chapitre de la procédure. On ne saurait trop estimer l'intention du législateur d'assurer la sécurité des produits de consommation. Depuis des années, nous protégeons les personnes contre les déprédations et l'avilissement de l'État. Cela s'inscrit dans notre tradition britannique de la common law. Pour ce faire, nous devons soumettre nos projets de loi à certaines normes de rigueur qui permettent à une personne de profiter de l'intervention d'un organisme indépendant, en l'occurrence, un juge de paix qui dira : « Oui, je reconnais vos raisons. Vous voulez entrer. Elles m'apparaissent claires, allez-y. » On peut obtenir ces mandats en un tournemain si les motifs sont bien établis, et c'est généralement le cas.

À l'instar du Sénat, dans la société générale, c'est ce moment consacré au second examen objectif qui a toujours amené les gens, tant les personnes appelées à procéder aux inspections que celles devant les subir, à prendre la sage décision de respecter la loi. Ce qui m'incite à assister à ces audiences et à vos réunions — et je suis très impressionnée par la qualité de la participation de tout le monde ici présent —, c'est la protection de nos droits juridiques, que nous devons maintenir, et cela doit continuer à être une considération lorsqu'on rédige des lois, car il s'agit d'une tradition que l'on devrait éviter de miner encore davantage.

Le président : Sommes-nous prêts à passer au vote?

Des voix : Le vote.

M. Lafrenière : Sénateur Eggleton, C.P.

Le sénateur Eggleton : Pour

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Je m'abstiens.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Pour.

M. Lafrenière : Sénateur Day.

Senator Day: Yes.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Yes.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: No.

Mr. Lafrenière: The Honourable Senator Fairbairn, P.C.

Senator Fairbairn: Yes.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: No.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: No.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: No.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Abstain.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: Abstain.

Mr. Lafrenière: Yeas, five; nays, four; abstentions, three.

The Chair: That amendment carries. Clause 21 as amended. Agreed?

Hon. Senators: Agreed.

The Chair: Carried.

Clause 22?

Hon. Senators: Agreed.

The Chair: Carried.

Clause 23.

Senator Day: I did not like the word “thing” but I did not propose any amendment. It really upset me.

The Chair: “Thing” stays. Clause 23 carried. Shall clause 24 carry?

Hon. Senators: Agreed.

The Chair: Carried.

Shall clause 25 carry? Carried. Shall clause 26 carry?

Senator Day: Yes.

The Chair: Shall clause 27 carry?

Hon. Senators: Agreed.

The Chair: Carried. Shall clause 28 carry?

Hon. Senators: Agreed.

The Chair: Shall clause 29 carry?

Hon. Senators: Agreed.

The Chair: Shall clause 30 carry?

Le sénateur Day : Pour

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Pour.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Contre.

M. Lafrenière : Sénateur Fairbairn, C.P.

Le sénateur Fairbairn : Pour

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Contre

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Contre.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Contre.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Je m'abstiens.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Je m'abstiens.

M. Lafrenière : Cinq voix pour, quatre voix contre et trois abstentions.

Le président : L'amendement est adopté. La version modifiée de l'article 21 est-elle adoptée? D'accord?

Des voix : D'accord.

Le président : Adopté.

L'article 22?

Des voix : D'accord.

Le président : Adopté.

L'article 23.

Le sénateur Day : Je n'ai pas aimé le mot « chose », mais je n'ai pas proposé d'amendement. Ça m'a vraiment dérangé.

Le président : Le mot « chose » reste. L'article 23 est adopté. L'article 24 est-il adopté?

Des voix : D'accord.

Le président : Adopté.

L'article 25 est-il adopté? Adopté. L'article 26 est-il adopté?

Le sénateur Day : Oui.

Le président : L'article 27 est-il adopté?

Des voix : D'accord.

Le président : Adopté. L'article 28 est-il adopté?

Des voix : D'accord.

Le président : L'article 29 est-il adopté?

Des voix : D'accord.

Le président : L'article 30 est-il adopté?

Senator Day: This is the one I was looking forward to speaking about. Could we circulate number 8?

I have the proposed amendments to clause 30, with consequential amendments attached. You have already seen two consequential amendments at the front end, and these are two more at the back end. You might as well have them so there is no confusion. I move:

That Bill C-6 be amended

(a) on page 14,

(i) by replacing the heading “INSPECTORS’ ORDERS” preceding clause 30 with the following:

“ORDERS,” and

(ii) in clause 30,

(A) by replacing line 30 with the following:

“**30.** (1) Subject to this section, if the Minister believes on reason-”, and

It would read, “Subject to this section, if the minister believes on reasonable grounds that a consumer product is a danger to — he may, for commercial purposes, recall it.”

The amendment would have the minister do the recall, not the inspector. That is the intent.

In addition:

(B) by replacing line 32 with the following:

“danger to human health or safety, he or she may;” and

In the bill, it says, “they,” in reference to the inspector and the amendment refers to the minister, “he or she.”

Next, we have:

(b) on page 15, in clause 30, by adding after line 2, the following:

“(3) Before making an order under subsection (1), the minister shall issue a notice of opportunity for voluntary recall to the person

(a) stating the nature of the order that the Minister intends to make and a summary of the reason for so intending;

(b) requesting that the person undertake a voluntary recall of the consumer product, or voluntarily carry out other measures that, in the opinion of the Minister, would be equally effective in addressing the danger to human health or safety posed by the product, within the specified time; and

(c) specifying the time within which the voluntary recall or other measures must be carried out.

Le sénateur Day : Voilà la disposition que j’avais hâte d’aborder. Pourrions-nous distribuer le numéro 8?

J’ai l’amendement proposé de l’article 30, ainsi que les amendements corrélatifs. Vous avez déjà pris connaissance de deux amendements corrélatifs au début, et en voici deux autres se rattachant au texte qui suit. Vous feriez bien de les avoir en main, pour éviter toute confusion. Je propose :

Que le projet de loi C-6 soit modifié :

a) à la page 14,

(i) par substitution, à l’intertitre « ORDRES DES INSPECTEURS », précédant l’article 30, de ce qui suit :

« ORDRES »;

b) à l’article 30 :

(i) à la version anglaise, par substitution, à la ligne 30, de ce qui suit :

« **30.** (1) If the Minister believes on reason- »

Le libellé de la version anglaise serait donc le suivant : « Subject to this section, if the minister believes on reasonable grounds that a consumer product is a danger to... he may, for commercial purposes, recall it. »

Ainsi, le ministre ferait le rappel, et non pas l’inspecteur. Voilà l’intention.

En outre :

(ii) par substitution, à la ligne 35, de ce qui suit :

« le ministre peut ordonner à la personne qui ».

Dans le projet de loi, on parle de « l’inspecteur », et je propose de remplacer cela par « le ministre ».

Ensuite :

b) par adjonction, après la ligne 40, de ce qui suit :

« (3) Avant de donner un ordre en vertu du paragraphe (1), le ministre remet à la personne un avis l’invitant à procéder volontairement à un rappel du produit de consommation, dans lequel il :

a) indique la nature de l’ordre qu’il entend donner ainsi que les motifs à l’appui;

b) lui demande de faire volontairement le rappel du produit de consommation ou de prendre volontairement d’autres mesures qui, selon lui, remédieraient tout aussi bien au danger pour la santé ou la sécurité humaines que présente le produit de consommation, et ce, dans le délai imparti;

c) précise le délai imparti pour faire le rappel volontaire ou prendre d’autres mesures.

This is as it has been done under the Hazardous Products Act and as it is done in the United States. The recent Stork Craft crib recall was voluntary in conjunction and collaboration with the department. That is a reasonable and balanced approach. I have given more balance in subclauses 4, 5 and 6.

(4) The minister may not make an order under subsection (1) unless the person refuses the request contained in the notice or fails to carry out the voluntary recall or other measures within the specified time.

(5) Subsection (3) or (4) does not apply if the Minister believes on reasonable grounds that its application in the circumstances would pose an imminent danger to human health or safety.

If the minister is of the view that there is a need for immediate action, then the voluntary recall is out the window and the minister can act unilaterally.

(6) The minister need not comply with subsections (3) and (4) if a notice of opportunity for voluntary recall was previously issued to the person in respect of the same or a substantially similar matter.”.

All of this is an attempt to be reasonable, to protect the public and to give the tools to the ministry that they need. It is an attempt to find the fine balance between the two. I think we have found it with this one.

The Chair: You are saying that you would give a company a voluntary opportunity and, if the company did not comply, it could be forced upon it.

Senator Day: Absolutely. That is it.

Senator Eaton: We could save a lot of money by getting rid of the public service. Having the minister take on all the jobs of the inspector is wholly unreasonable and unworkable. That is the only part of the amendment on which I would like to comment.

Senator Segal: With this kind of amendment, the only thing missing is, “And the minister shall breathe 12 times and look out the window and talk to her public servants 14 times over both semi and decaf coffee.”

The purpose of the bill is to give an inspector in the field the ability and the authority. One assumes that because there is the practice of voluntary recalls in the marketplace, Health Canada is in regular contact with people who do voluntary recalls the minute they are made aware of a problem because they are responsible.

The presumption here is that you cannot do any of this until the minister is involved, and we know how many levels of government that will require. Any of the urgency that the government needs to protect the public, in my view, would be vitiated by this proposition. While I am for protecting the vast

C'est ainsi que l'on procède sous le régime de la Loi sur les produits dangereux ainsi que dans les lois américaines. Le récent rappel des lits d'enfant Stork Craft a été fait de façon volontaire, avec le concours et la collaboration du ministère. Il s'agit là d'une démarche raisonnable et équilibrée. J'ai rétabli l'équilibre aux paragraphes 4, 5 et 6.

(4) Le ministre ne donne un ordre en vertu du paragraphe (1) que si la personne n'a pas obtempéré à la demande formulée dans l'avis ou a omis de faire le rappel volontairement ou de prendre d'autres mesures dans le délai imparti.

(5) Les paragraphes (3) et (4) ne s'appliquent pas si le ministre a des motifs raisonnables de croire que leur application dans les circonstances présente un danger pour la santé ou la sécurité humaines qui est imminent.

Si le ministre est d'avis qu'il faut prendre des mesures immédiates, alors le rappel volontaire n'est plus possible, et il peut agir de façon unilatérale.

(6) Le ministre n'est pas tenu de se conformer aux paragraphes (3) et (4) si un avis invitant la personne à faire un rappel volontaire a déjà été remis relativement à la même question ou à une question essentiellement semblable. »

Toutes ces dispositions traduisent un désir d'être raisonnable, de protéger le public et de donner au ministère les outils dont il a besoin. Il s'agit de trouver le juste équilibre entre ces deux choses. Je crois que nous avons réussi dans ce cas.

Le président : Vous dites que vous donneriez la possibilité à une entreprise d'agir de façon volontaire et, si elle refusait, elle pourrait être contrainte d'agir.

Le sénateur Day : C'est exact.

Le sénateur Eaton : Nous économiserions beaucoup d'argent en nous débarrassant de la fonction publique. Demander au ministre d'assumer toutes les fonctions de l'inspecteur est tout à fait déraisonnable et irréaliste. C'est le seul aspect de l'amendement que j'aimerais commenter.

Le sénateur Segal : Après ce genre d'amendement, il ne nous reste plus qu'à préciser que le ministre devrait prendre 12 respirations profondes, regarder par la fenêtre et parler à ses collaborateurs 14 fois en buvant du café semi-décaféiné et décaféiné.

Le projet de loi a pour objectif de conférer capacité et pouvoir aux inspecteurs sur le terrain. Je présume que, puisque la pratique des rappels volontaires est en vigueur sur le marché, Santé Canada interagit régulièrement avec des gens qui font des rappels volontaires dès que le ministère prend connaissance d'un problème, car il en est responsable.

Selon l'amendement proposé, on ne pourrait prendre aucune de ces mesures avant que le ministre intervienne, et nous savons tous combien de paliers du gouvernement seraient sollicités dans ce cas. La promptitude avec laquelle doit agir le gouvernement pour protéger le public, à mon avis, serait minée par cette

majority of manufacturers and producers who are innocent, this goes too far and I could not possibly support it. I would urge colleagues not to support it.

Senator Day: That is absolutely the wrong interpretation. This simply limits the minister to making a unilateral order without any consultation, which they can do now. The way this bill is worded, the minister does not have to do any consultation. The inspector does not have to have any consultation. That consultation takes place as it has taken place in the past, and everything is fine. This says that the minister should not act unilaterally without having first talked.

Senator Segal: As Edmund Burke would argue, legislation is about those who do not act responsibly within the law and within the context of the public interest all the time. Legislation is to give power to the state to deal with those who do not act responsibly. While I accept the presumption of innocence and the proposition, the truth is that you could have an endless discussion that constitutes an ongoing consultation before your amendment would allow a minister to act in the public interest. I know you well enough to know that would not be your real intent when public safety is at stake.

Senator Day: That is not there at all.

Senator Segal: I think it is.

Senator Day: I was about to tell him what Bora Laskin would say about that.

The Chair: Two lawyers arguing about that.

Senator Segal: I am not a lawyer.

Senator McCoy: For hundreds of years, the principle of responsible government has been maintained by setting up legislation such that it is a ministerial responsibility to act. Usually, overall enabling legislation contains an authority for the minister to act through her advisers and civil servants. For those of us who have been ministers, this has always been a standard procedure. It is not embodied necessarily in this particular bill but it would be in the general legislation.

It is unusual to give an order of this magnitude to a civil servant. Usually, the civil servant acts on behalf of a minister. That is how we keep our executive responsible to Parliament. In fact, we have only one house in Parliament that is the “responsible house,” or the confidence house — the House of Commons.

Senator Segal: Do you extend the principle to a police officer? Does the minister have to act while the police officer has no freedom to act, based on what they find in good faith as reasonable officers of the Crown?

proposition. Je suis en faveur de protéger la grande majorité de fabricants et de producteurs innocents, mais cette mesure va trop loin et je ne pourrais jamais l'appuyer. Je demande instamment à mes collègues de faire de même.

Le sénateur Day : Cette interprétation est totalement erronée. L'amendement limite tout simplement la possibilité qu'a le ministre de donner un ordre unilatéral sans consulter qui que ce soit, pouvoir que lui confère actuellement la loi. Selon le libellé du projet de loi, le ministre n'est pas tenu de consulter qui que ce soit. L'inspecteur n'a pas à tenir des consultations. Ces consultations ont lieu, comme par le passé, et tout est bien beau. L'amendement prévoit que le ministre ne devrait pas agir de façon unilatérale sans avoir tout d'abord consulté des gens.

Le sénateur Segal : Comme le ferait valoir Edmund Burke, la loi est faite pour ceux qui n'agissent pas à tout moment de façon responsable, à l'intérieur des limites de la loi et en tenant compte de l'intérêt du public. La loi est conçue pour conférer un pouvoir à l'État, qui doit intervenir auprès des gens qui ne se comportent pas de façon responsable. Je reconnais la présomption d'innocence et le bien-fondé de la proposition, mais, en réalité, votre amendement ouvre la voie à un débat interminable — qualifié de consultation continue — qui empêcherait le ministre d'agir dans l'intérêt du public. Je vous connais assez bien pour savoir que ce n'est pas vraiment votre intention, lorsque la sécurité du public est en jeu.

Le sénateur Day : Il n'est pas du tout question de cela.

Le sénateur Segal : Je crois que si.

Le sénateur Day : J'allais lui dire ce que Bora Laskin aurait à déclarer à ce chapitre.

Le président : Deux avocats débattant de cette question.

Le sénateur Segal : Je ne suis pas avocat.

Le sénateur McCoy : Depuis des centaines d'années, on a maintenu le principe du gouvernement responsable en adoptant des lois qui prévoient la responsabilité ministérielle d'agir. Habituellement, l'ensemble des lois habilitantes confère au ministre le pouvoir d'agir par l'entremise de ses conseillers et de ses fonctionnaires. Ceux d'entre nous qui avons déjà été ministres savent que c'est depuis toujours la procédure normale. Le principe n'est peut-être pas reflété dans le projet de loi en question, mais il l'est dans les lois en général.

Il est inhabituel de donner la responsabilité d'un ordre d'une telle portée à un fonctionnaire. Habituellement, le fonctionnaire agit au nom d'un ministre. C'est ainsi que nous veillons à ce que le pouvoir soit comptable au Parlement. De fait, il y a seulement une chambre au Parlement qui est la « Chambre responsable » ou la chambre de confiance —, et c'est la Chambre des communes.

Le sénateur Segal : Étendez-vous ce principe aux policiers? Doit-on conférer au ministre le pouvoir exclusif d'agir et retirer aux policiers toute liberté d'agir, à la lumière de conclusions tirées de bonne foi à titre de fonctionnaires raisonnables de la Couronne?

Senator McCoy: If we wanted to set up a Criminal Code around consumer products, we would be having, perhaps, a more nuanced conversation.

Senator Segal: It would be a different discussion, I agree.

Senator Day: At clause 30 in the bill, it is important to understand that this power has not existed before. The government is asking us to pass legislation giving the Ministry of Health a power they have never had before. I am suggesting that before that power is exercised, there be some consultation for voluntary recall. That is all that says.

Senator Martin: In response, I thought I heard from our Health Canada officials — we can ask them again — and other witnesses, that it has been a consultative process all along and that this act would not change the kind of consultation that has taken place and it will continue to take place.

We speak about these inspectors with gross powers and, perhaps, how they may exercise and abuse these powers. Yet, we know that the minister has confidence in the individuals that he or she will be working with and that these inspectors will be subject to review by the minister. Ultimately, it is the minister who is overseeing this ministry.

Perhaps I could ask Mr. Glover to confirm what I am saying, namely, that the consultative process and what has happened to date will continue under this act, and that this will strengthen what we have in terms of the necessary tools that Health Canada needs to protect our Canadian consumers.

Mr. Glover: I would love to give a simple answer, but it depends. If the bill is passed with these amendments, the process would change, and change dramatically. Our ability to protect the health and safety of Canadians would be significantly compromised. With the amendment to clause 21, the vast majority of offices we inspect are off-site, in separate dwellings. They will know we are coming; they will have ample notice to prepare and to respond. That will create delays in certain instances — not all, but it can.

With respect to clause 30, as amended, that would have the potential to create significant delays. First, the minister must be satisfied. All the regular work and interaction we do with companies on a day-to-day basis, the close working relationship they have with the several hundred staff that I have would now have to be channelled through the minister so that the minister has reasonable grounds. We will be writing briefing note after briefing note to ensure that she understands. In some of the instances, we see cartable things — that is, things in town for a couple of days. We would not have the authority to interact in a timely way. They can set up shop and take down shop incredibly quickly. The time it would take us to move through the bureaucracy to convince the minister that she has reasonable grounds on which to act would, I think, change the nature

Le sénateur McCoy : Si nous voulions établir un Code criminel qui régirait les produits de consommation, la conversation serait peut-être plus nuancée.

Le sénateur Segal : Elle serait différente, j'en conviens.

Le sénateur Day : Pour revenir à l'article 30 du projet de loi, il est important de comprendre que le pouvoir n'existait pas auparavant. Le gouvernement nous demande d'adopter une loi qui conférerait une nouvelle compétence au ministère de la Santé. Je propose que, avant qu'il exerce ce pouvoir, des consultations soient tenues aux fins du rappel volontaire. C'est tout ce que dit l'amendement.

Le sénateur Martin : Toutefois, je crois avoir entendu les représentants de Santé Canada — nous pouvons leur demander de nouveau — et d'autres témoins nous dire que le processus consultatif a toujours été en place et que cette loi ne changerait rien aux consultations qui ont eu lieu et qui continueront d'avoir lieu.

Nous parlons de ces inspecteurs investis d'un pouvoir énorme et, peut-être, de la façon dont ils pourraient exercer ce pouvoir et en abuser. Pourtant, nous savons qu'un ministre fait confiance aux personnes avec qui il travaillera et que ces inspecteurs seront soumis à un examen par le ministre. Au bout du compte, c'est le ministre qui dirige le ministère.

Peut-être que je pourrais demander à M. Glover de confirmer mes dires, à savoir que le processus consultatif et les démarches qu'on a suivis jusqu'aujourd'hui se poursuivront sous le régime de la nouvelle loi, et que ses dispositions permettront de renforcer les acquis et de donner les outils nécessaires à Santé Canada pour protéger nos consommateurs canadiens.

M. Glover : J'aimerais vraiment donner une réponse simple, mais cela dépend. Si le projet de loi était adopté avec ces amendements, le processus changerait, et il changerait de façon radicale. Notre capacité de protéger la santé et la sécurité des Canadiens serait gravement compromise. La modification de l'article 21 ferait en sorte que la grande majorité des bureaux que nous inspecterions seraient situés à l'extérieur, dans des maisons d'habitation distinctes. Les gens sauraient que nous venons; ils auraient amplement le temps de se préparer et de réagir. Cette situation créera des retards dans certains cas — pas toujours, mais la possibilité existerait.

Par ailleurs, la version modifiée de l'article 30 serait susceptible de créer d'importants retards. Tout d'abord, le ministre doit être convaincu. Tout le travail et toutes les interactions qui ont lieu avec les entreprises au quotidien, la relation étroite de collaboration qu'elles entretiennent avec les centaines d'employés sous ma direction devrait maintenant passer par la ministre, pour qu'elle ait des motifs raisonnables. Nous rédigeons constamment des notes d'information pour nous assurer qu'elle comprend. Dans certains cas, nous voyons des entreprises ambulantes — c'est-à-dire qu'elles ne restent à un endroit que pendant quelques jours. Nous n'aurions pas le pouvoir d'interagir dans un temps opportun. Ces gens peuvent ouvrir et fermer boutique très rapidement. Le temps que nous mettrions à passer par tous les échelons de la bureaucratie pour

significantly to protect business that is not always acting in the best interest of Canadians and compromise health and safety. I think it would radically alter the dimension.

Furthermore, the amendment as it is proposed imposes upon us not just to offer the company the opportunity to work voluntarily; it gives them the choice. There are times today when they want to issue, as part of the recall, a retrofit kit to correct the problem. We are testing those kits and saying, "This does not work for us; we do not think that is an appropriate measure." If we offer them the choice to move something voluntarily, they then have instrument choice which we no longer have control over in terms of the remedy. We may say: "Thanks; you took the opportunity. We have to start the process all over again because we think that on reasonable grounds, it does not satisfy the health and safety concern and would further delay the process." It offers the instrument to remedy fully in the hands of the party and there is no opportunity for negotiation. Instrument choice is now gone.

The other problem that this would present is there are instances, however rare they might be, where we would prefer not to work on a voluntary basis. If this is the fourth or fifth time that we have seen a company introduce a similar product with a similar hazard into the marketplace, why would we work voluntarily with them? This is a repeat bad actor. While our spirit and intent at a programmatic level is to work on a voluntary basis, it is not 100 per cent of the time if we see there is a repeat offender for which they are constantly abusing the system and their interactions with us.

Senator Cordy: If you look at part of the amendment, it says:

the Minister need not comply with subsections 3 and 4 if a notice of opportunity for voluntary recall was previously issued to the person in respect of . . ."

. . . not just the same but a substantially similar matter. It does not have to be identical; it has to be similar. The minister need not comply with subsections 3 and 4, if that is the case.

You have said that it takes a long time and that everyone must brief the minister. As a Canadian, I think it is important that the minister is fully briefed and that the minister fully understands what he or she is doing. Sorry; I think most Canadians think that.

The minister is ultimately responsible. I am starting to see ministers distancing themselves from issues and saying, "Whoops, not my fault." I believe that ministers are ultimately responsible for decisions made in their department.

convaincre la ministre qu'elle a des motifs raisonnables d'agir changerait — de façon importante, à mon avis — la nature de notre mandat en faveur des entreprises; et cela ne servirait pas toujours l'intérêt supérieur des Canadiens, et leur santé et leur sécurité seraient compromises. Je crois que cela minerait gravement la portée de la loi.

En outre, l'amendement proposé nous oblige non seulement à offrir à l'entreprise la possibilité de travailler de façon volontaire, mais à lui donner le choix. Il arrive aujourd'hui que l'entreprise veuille distribuer, dans le cadre du processus de rappel, un nécessaire de modification pour régler le problème. Nous le mettons à l'essai et nous disons : « Nous ne sommes pas satisfaits; nous ne croyons pas que cette mesure est appropriée. » Si nous leur donnons le choix de proposer quelque chose de façon volontaire, elles ont maintenant le choix de l'instrument, qui ne relève plus de nous, pour remédier à la situation. Nous dirons peut-être : « Merci; vous avez saisi l'occasion. Nous devons tout recommencer du début, car nous avons des motifs raisonnables de croire que votre solution ne réglera pas les problèmes liés à la santé et à la sécurité et retarderait encore le processus. » L'entreprise serait la seule à disposer de l'instrument pour remédier à la situation, et il n'y aurait aucune possibilité de négociation. Le choix de l'instrument n'existerait plus.

L'autre problème tient au fait que, dans certains cas — aussi rares soient-ils —, nous préférions ne pas nous appuyer sur une démarche volontaire. S'il s'agit de la quatrième ou cinquième fois que nous voyons une entreprise mettre sur le marché un produit semblable qui présente des risques semblables, pourquoi accepterions-nous de lui donner le choix d'agir volontairement? Nous avons affaire à un sujet récalcitrant. Notre esprit et notre intention, à l'échelon des programmes, consistent à miser sur l'action volontaire, mais nous ne pouvons pas le faire dans tous les cas, car, parfois, un récidiviste abusera constamment du système et de ses interactions avec nous.

Le sénateur Cordy : Si vous prenez le passage suivant de l'amendement :

Le ministre n'est pas tenu de se conformer aux paragraphes 3 et 4 si un avis invitant la personne à faire un rappel volontaire a déjà été remis relativement ...

... pas seulement à la même question, mais aussi à une question essentiellement semblable. La question n'a pas besoin d'être identique; elle doit être semblable. Le ministre n'est pas tenu de se conformer aux paragraphes 3 et 4 si c'est le cas.

Vous avez dit que le processus est long et que tout le monde doit informer le ministre. En tant que Canadienne, je crois qu'il importe que le ministre soit pleinement informé et que le ministre comprenne pleinement ce qu'il ou elle fait. Excusez-moi, mais je crois que la plupart des Canadiens sont de cet avis.

Le ministre est responsable, au bout du compte. Je commence à voir des ministres se distancier des problèmes et dire : « Oups, ce n'est pas de ma faute. » Je crois que les ministres sont toujours responsables des décisions prises au sein de leur ministère.

I find it offensive that the suggestion is made that those of us who agree with amendments to try to make the legislation better for all Canadians and to protect the health and safety of all Canadians are, perhaps, a little less concerned because we agree with an amendment. I find that to be offensive. We have said around this table, from the time we received the bill, that each and every one of us, regardless of our political party — whether you are an independent senator or aligned with the party — want legislation that makes products safer for all Canadians. To suggest otherwise, I find to be offensive.

Senator Eaton: Senator Cordy, I appreciate your arguments. There is no question that the buck stops on each minister's desk. I also think that a minister with a highly-qualified, well-trained staff has to delegate some things. That is not to say that the minister is not briefed on important issues. However, with the number of consumer products that are sold across Canada that come from all around the world, I think it would be onerous for a minister to have to deal with each item. A minister has many different facets of a department to consider — that is, a minister has to sit in the house, has to travel, and has to read a great many items. Are we to say to the minister that he or she is not to be able to delegate product consumer safety to his or her highly trained public servants? That is not to say the minister should not be briefed, but I do not think the minister should sit down every morning and spend two hours listening to various products that are going through various stages of product evaluation. I do not think that is practical.

Senator McCoy: I agree 100 per cent. We are saying the same thing. The delegation is absolutely a matter of course. This legislation does not give the minister any power to delegate. It does not give the minister the power; therefore, she cannot be responsible and she cannot delegate. It is given directly to the inspector.

We are more or less saying the same thing. On a practical level, you are 100 per cent right. Inspectors go off and exercise their discretion until something comes along, and by exception, usually, the minister would be briefed, as she must have been around every major incident that we have seen in the last 18 months or so. I think we are saying the same thing, Senator Eaton.

The Chair: You are coming to a different conclusion, however. Is there anything further on this amendment? Shall the amendment carry?

Mr. Lafrenière: Senator Eggleton.

Senator Eggleton: Yes.

Mr. Lafrenière: Senator Callbeck.

Senator Callbeck: Yes.

Mr. Lafrenière: Senator Cordy.

Senator Cordy: Yes.

Mr. Lafrenière: Senator Day.

Je suis indignée lorsqu'on laisse entendre que ceux d'entre nous qui approuvons des amendements visant à améliorer la loi au profit de tous les Canadiens et à protéger leur santé et leur sécurité sommes, peut-être, un peu moins préoccupés, simplement parce que nous approuvons un amendement. Je trouve cela révoltant. Nous avons dit ici, dès que nous avons reçu le projet de loi, que chacun d'entre nous, sans égard à son parti politique — qu'il soit indépendant ou aligne ses positions sur celles du parti — veut adopter une loi qui rend les produits plus sécuritaires pour tous les Canadiens. Je trouve révoltant de laisser entendre le contraire.

Le sénateur Eaton : Sénateur Cordy, je comprends vos arguments. Il ne fait aucun doute que la responsabilité ultime revient à chaque ministre. Je crois également qu'un ministre qui dispose d'un personnel hautement compétent et bien formé se doit de déléguer certaines choses. Je ne veux pas dire que le ministre ne doit pas être informé des dossiers importants. Toutefois, vu le nombre de produits de consommation vendus à l'échelle du Canada et provenant des quatre coins du monde, je crois qu'on imposerait au ministre un fardeau excessif si on lui demandait de s'occuper de chaque cas. Un ministre doit s'occuper de nombreux aspects différents d'un ministère — c'est-à-dire qu'il doit siéger à la Chambre, se déplacer et lire un très grand nombre de documents. Dirons-nous au ministre qu'il ne peut pas déléguer des dossiers relatifs à la sécurité des produits de consommation à ses collaborateurs spécialisés? Je ne dis pas que le ministre ne devrait pas être informé, mais je ne crois pas que le ministre devrait consacrer deux heures chaque matin à prendre connaissance de différents produits qui en sont à différentes étapes du processus d'évaluation. Je ne crois pas qu'une telle façon de procéder serait utile.

Le sénateur McCoy : Je suis entièrement d'accord avec vous. Nous disons la même chose. Il est tout à fait normal de déléguer. Ces dispositions ne confèrent pas au ministre le pouvoir de déléguer. Elles ne confèrent pas ce pouvoir à la ministre; ainsi, elle ne peut pas être responsable et elle ne peut pas déléguer. Ce pouvoir revient directement à l'inspecteur.

Nous disons plus ou moins la même chose. En pratique, vous avez absolument raison. Les inspecteurs vont sur le terrain et exercent leur pouvoir discrétionnaire jusqu'à ce qu'il y ait un pépin et, dans les cas d'exception, la ministre serait informée, comme elle l'a sûrement été au sujet de tous les incidents importants survenus au cours des quelque 18 derniers mois. Je crois que nous disons la même chose, sénateur Eaton.

Le président : Vous ne tirez pas la même conclusion, toutefois. Y a-t-il d'autres commentaires relatifs à cet amendement? L'amendement est-il adopté?

M. Lafrenière : Sénateur Eggleton.

Le sénateur Eggleton : Oui.

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Oui.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Oui.

M. Lafrenière : Sénateur Day.

Senator Day: Yes.

Mr. Lafrenière: Senator Dyck.

Senator Dyck: Yes.

Mr. Lafrenière: Senator Eaton.

Senator Eaton: No.

Mr. Lafrenière: Senator Fairbairn.

Senator Fairbairn: Yes.

Mr. Lafrenière: Senator Keon.

Senator Keon: No.

Mr. Lafrenière: Senator Martin.

Senator Martin: No.

Mr. Lafrenière: Senator Ogilvie.

Senator Ogilvie: No.

Mr. Lafrenière: Senator Pépin.

Senator Pépin: Yes.

Mr. Lafrenière: Senator Segal.

Senator Segal: No.

Mr. Lafrenière: Yeas, 7; nays, 5.

The Chair: Is there anything further in clause 30? Shall clause 30, as amended, carry?

Hon. Senators: Agreed.

The Chair: Shall clause 31 carry?

Senator Day: I have some amendments to clause 31.

The first one is in front of you. It is a consequential amendment.

Senator Day: I move:

That Bill C-6 be amended in clause 31, on page 15, by replacing line 10 with the following:

“(b) the Minister has made an order under”.

At clause 31(1)(b) “the inspector has made an order under section 30 with respect to the product,” and clause 30 concerns recall. The inspector will not be making recall orders and therefore that section requires amendment. The wording I am proposing is “the minister has made an order under,” as opposed to “the inspector.” That seems pretty straightforward.

Senator Segal: If one assumes that the consequential amendments follow upon an amendment upon which we have already voted, is it fair to assume — and I put the question — that the vote on the consequential amendments is likely to be the same as on the main amendment. Why would someone who voted for the amendment vote against the consequential? Why would

Le sénateur Day : Oui.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Oui.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Non.

M. Lafrenière : Sénateur Fairbairn.

Le sénateur Fairbairn : Oui.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Non.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Non.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Non.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Oui.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Non.

M. Lafrenière : Sept voix pour; cinq voix contre.

Le président : Y a-t-il quelque chose à ajouter au sujet de l'article 30? La version modifiée de l'article 30 est-elle adoptée?

Des voix : D'accord.

Le président : L'article 31 est-il adopté?

Le sénateur Day : J'ai des amendements à proposer concernant l'article 31.

Vous avez le premier entre les mains. Il s'agit d'un amendement corrélatif.

Le sénateur Day : Je propose :

Que le projet de loi C-6 soit modifié à l'article 31, à la page 15, par substitution, à la ligne 10, de ce qui suit :

« b) le ministre a donné un ordre en vertu de l'article 30 ».

L'alinéa 31(1)(b), qui prévoit que l'inspecteur « a donné un ordre en vertu de l'article 30 relativement au produit », et l'article 30 régissent les rappels. L'inspecteur ne donnera pas d'ordres de rappel et, par conséquent, il faut modifier cette disposition. Je propose le libellé suivant : « le ministre a donné un ordre », au lieu du pronom personnel qui renvoie à l'inspecteur. Cela semble assez simple.

Le sénateur Segal : Étant donné que les amendements corrélatifs se rattachent à un amendement qui a déjà été mis aux voix, est-il juste de croire — je vous le demande — que le vote relatif aux amendements corrélatifs sera probablement le même que celui se rapportant à l'amendement principal? Si une personne a voté pour l'amendement, pourquoi voterait-elle contre

someone who voted against the amendment vote for the consequential?

On that basis, I just wonder in terms of assisting the chair with his onerous duties and his hard-working clerk and other staff, whether we could do that on some of the consequential amendments without having any real impact on the outcome otherwise.

The Chair: We can do that.

Senator Keon: For the first time in my life, I am in slight disagreement with Senator Segal.

Senator Segal: It is not the first time, but be my guest.

Senator Keon: These amendments are transformative to the way the system should work.

Senator Segal: I stand corrected, redacted, and joyous in the process.

Senator Keon: We do have to look at them in detail, and each consequential implication. That is because I believe the amendments, in their entirety, transform the legislation.

Senator Segal: I agree.

The Chair: Senator Day, do you want to proceed to explain your amendments? We will deal with the consequential amendment.

Senator Day: The second consequential amendment is at page 16 and 17.

The Chair: That is on clause 34. Why not just take the consequential amendment on clause 31. I could take that now.

Senator Day: Sure. Let me go back.

The Chair: On the consequential amendment on clause 31, page 15, on line 10, "the minister has made an order under." That is a consequential amendment.

Senator Day: Correct.

The Chair: All those in favour? Opposed? On division? Carried.

Senator Segal: No, no. I want a recorded vote.

The Chair: You want a recorded vote on that too.

Senator Eaton: Senator Day "before making an order pursuant an inspector shall issue a notice of opportunity for voluntary compliance of the person"; what is it, a 15-minute, 24-hour compliance, two months? What is your compliance?

Senator Day: Sorry, I am not with you.

l'amendement corrélatif? Si une personne a voté contre l'amendement, pourquoi voterait-elle pour l'amendement corrélatif?

Alors, je me demande seulement — pour aider le président à s'acquitter de ses devoirs exigeants, ainsi que la greffière et les autres membres du personnel qui travaillent dur — si nous pourrions procéder ainsi à l'égard de certaines des amendements corrélatifs, sans que cela n'influe réellement sur le résultat par ailleurs.

Le président : Nous pouvons faire ça.

Le sénateur Keon : Pour la première fois de ma vie, je ne suis pas tout à fait d'accord avec le sénateur Segal.

Le sénateur Segal : Ce n'est pas la première fois, mais allez-y, je vous en prie.

Le sénateur Keon : Ces amendements transforment la façon dont le système devra fonctionner.

Le sénateur Segal : Vous m'en voyez éclairé, édifié et ravi par le fait même.

Le sénateur Keon : Nous devons les étudier en détail, ainsi que les conséquences de chaque amendement corrélatif. C'est parce que, à mon avis, les amendements, dans leur ensemble, transforment la loi.

Le sénateur Segal : Je suis d'accord.

Le président : Sénateur Day, voulez-vous expliquer vos amendements? Nous allons nous pencher sur les amendements corrélatifs.

Le sénateur Day : Le deuxième amendement corrélatif est aux pages 16 et 17.

Le président : Elle se rapporte à l'article 34. Pourquoi ne pas examiner l'amendement corrélatif à l'article 31. J'aimerais aborder cette question maintenant.

Le sénateur Day : Bien sûr. Permettez-moi d'y revenir.

Le président : L'amendement corrélatif se rattachant à l'article 31, à la page 15, à la ligne 10 : « le ministre a donné un ordre ». Il s'agit d'un amendement corrélatif.

Le sénateur Day : C'est exact.

Le président : Ceux qui sont pour? Contre? L'amendement est adopté avec dissidence.

Le sénateur Segal : Non, non. Je veux que l'on procède à un vote par appel nominal.

Le président : Vous voulez un vote par appel nominal pour cette question aussi.

Le sénateur Eaton : Sénateur Day, lorsqu'on dit : « Avant de donner l'ordre visé... l'inspecteur délivre à la personne un avis de possibilité de se conformer volontairement, » de quoi parle-t-on? Une conformité de 15 minutes? De 24 heures? De deux mois? Qu'entendez-vous par « conformité »?

Le sénateur Day : Excusez-moi, je ne vous suis pas.

The Chair: Should I just take the same-recorded vote on the previous amendment? Let us record it, but not call it is what I mean. It is the same-recorded vote.

Carried.

On clause 31 also, you have a more substantive amendment.

Senator Day: Yes.

The Chair: Senator Day, could you please read and explain your motion.

Senator Day: I move:

That Bill C-6 be amended in clause 31, on page 15,

(a) by replacing line 3 with the following:

“**31.** (1) Subject to this section, an inspector may order a person”;

and

(b) by adding after line 40 the following:

“(4) Before making an order pursuant to paragraph (1) (a) or (d), the inspector shall issue a notice of opportunity for voluntary compliance to the person

(a) stating the nature of the order that the inspector intends to make and a summary of the reasons for so intending;

(b) requesting that the person, in consultation with the inspector, determine and carry out, within the specified time, appropriate measures to achieve compliance with an order made under section 12 or to achieve compliance with this Act or the regulations, as the case may be, in relation to the consumer product; and

(c) specifying the time within which the measures must be carried out.

(5) The inspector may not make an order pursuant to paragraph (1)(a) or (d) unless

(a) the person refuses the request contained in the notice of opportunity for voluntary compliance;

(b) the person fails to carry out the measures requested in the notice of opportunity for voluntary compliance within the specified time;

or

(c) the measures are not successful in achieving compliance, or the inspector believes on reasonable grounds that the measures will not be successful in achieving compliance, within the specified time.

Le président : Devrais-je simplement prendre le vote par appel nominal relatif à l'amendement précédent? Je veux dire, consignons les résultats, mais ne mettons pas la question aux voix. Les résultats du vote seront les mêmes.

Adopté.

En outre, vous avez un amendement plus substantiel à proposer relativement à l'article 31.

Le sénateur Day : Oui.

Le président : Sénateur Day, je vous prierais de lire et d'expliquer votre motion.

Le sénateur Day : Je propose :

Que le projet de loi C-6 soit modifié à l'article 31, à la page 15,

a) par substitution, à la ligne 3, de ce qui suit :

« **31.** (1) Sous réserve du présent article, l'inspecteur peut ordonner à toute »;

et

b) par adjonction, après la ligne 40, de ce qui suit :

« (4) Avant de donner l'ordre visé à l'alinéa (1)a) ou d), l'inspecteur délivre à la personne un avis de possibilité de se conformer volontairement qui :

a) mentionne la nature de l'ordre qu'il a l'intention de donner et les motifs justifiant cette intention;

b) demande que la personne, en consultation avec l'inspecteur, détermine et prenne, dans le délai imparti, les mesures nécessaires pour se conformer à l'ordre donné en vertu de l'article 12 ou à la présente loi ou à ses règlements, selon le cas, relativement au produit de consommation;

c) précise le délai dans lequel ces mesures doivent être prises.

(5) L'inspecteur ne peut donner l'ordre visé à l'alinéa (1)a) ou d) que dans l'un ou l'autre des cas suivants :

a) la personne refuse d'accéder à la demande formulée dans l'avis de possibilité de se conformer volontairement;

b) elle omet de prendre les mesures demandées dans l'avis de possibilité de se conformer volontairement, dans le délai imparti;

ou

c) les mesures ne permettent pas d'assurer la conformité, ou l'inspecteur a des motifs raisonnables de croire qu'elles ne permettront pas d'assurer la conformité, dans le délai imparti.

(6) Subsection (4) or (5) does not apply if the inspector believes on reasonable grounds that its application in the circumstances would endanger human health or safety.

(7) The inspector need not comply with subsections (4) and (5) if an inspector has previously issued a notice of opportunity for voluntary compliance to the person in respect of the same or a substantially similar matter.”.

In the first part of clause 31, I add the words “subject to this section” right after 31(1). Then you pick up “an inspector may order.” The wording continues as it is. I am just saying “subject to this section,” because you will see there are some other qualifications.

At 31(3)(b), I would like to add subclauses (4), (5), (6), and (7). There are three subclauses to clause 31 — 31(1), (2) and (3) and I am proposing to add subclause 4, which reads:

Before making an order pursuant to paragraph 1(a) or (d), the inspector shall issue a notice of opportunity for voluntary compliance to the person

The order under 1(d) is what we have to look at, pursuant to 1(a) and 1(d). Clause 31(1)(a) states, “that person does not comply with an order made under section 12 with respect to the product.” The inspector can come around and tell people they have to start doing some testing that would help the inspector to determine whether there is a danger to public health or safety. Is that understood? He can make that order.

Clause 31(1)(d) states:

the inspector believes on reasonable grounds there is a contravention of this Act or the regulations in relation to the product.

If the inspector decides on these things, such as someone is not testing the way he or she likes or it is perceived that there is a violation, then the inspector would go through these various steps. The inspector shall issue a notice of opportunity for voluntary compliance.

I am trying to create a dialogue between the inspector and the business person. This is doing that here. It is mandating it if the inspector decides to say “you are in violation” or “you have not tested the way I want.”

Come and say, “let’s try to work this thing out,” is what I am trying to do, and that is what we were told they do. However, the wording was not like that in the bill and the bill went far too far and the government said “give us all the powers and trust us.” I am trying to ask that we be permitted to put some limits on these powers so we know there is a process that is going to be followed.

(6) Les paragraphes (4) ou (5) ne s’appliquent pas si l’inspecteur a des motifs raisonnables de croire que leur application dans les circonstances mettrait en danger la santé ou la sécurité humaines.

(7) L’inspecteur n’est pas tenu de se conformer aux paragraphes (4) et (5) si un avis de possibilité de se conformer volontairement a déjà été délivré à la personne par un inspecteur relativement à un produit identique ou à peu près identique. »

Dans la première partie de l’article 31, j’ajoute le passage « sous réserve du présent article », tout de suite après le paragraphe 31(1). Ensuite, on continue avec « l’inspecteur peut ordonner ». La suite du libellé ne change pas. Je précise simplement « sous réserve du présent article », car vous verrez qu’il y a d’autres conditions.

Après le paragraphe 31(3), j’aimerais ajouter les paragraphes (4), (5), (6) et (7). L’article 31 contient trois paragraphes — 31(1), 31(2) et 31(3) —, et je propose d’ajouter le paragraphe 4, qui est ainsi libellé :

Avant de donner l’ordre visé à l’alinéa (1)a) ou d), l’inspecteur délivre à la personne un avis de possibilité de se conformer volontairement [...]

L’ordre visé à l’alinéa 1d) est celui qui nous intéresse, conformément aux alinéas (1)a) et (1)d). L’alinéa 31(1)a) prévoit le cas d’une personne qui « ne se conforme pas à l’ordre donné en vertu de l’article 12 relativement au produit ». L’inspecteur peut arriver et dire aux gens qu’ils doivent procéder à des mises à l’essai qui les aideraient à déterminer si le produit présente un danger pour la santé ou la sécurité du public. Est-ce bien compris? Il peut l’ordonner.

L’alinéa 31(1)d) prévoit les cas où l’inspecteur :

a des motifs raisonnables de croire qu’il y a eu contravention à la présente loi ou aux règlements relativement au produit.

Si l’inspecteur tranche de cette façon, parce que, par exemple, une personne ne procède pas à la mise à l’essai de la façon voulue ou qu’il semble y avoir une violation, alors il suivrait ces différentes étapes. L’inspecteur délivrerait un avis de possibilité de se conformer volontairement.

J’essaie de favoriser le dialogue entre l’inspecteur et le responsable de l’entreprise. Voilà ce que fait cette disposition. Elle impose un dialogue dans les cas où l’inspecteur décide que la personne commet une violation ou qu’elle n’a pas procédé à la mise à l’essai de la façon voulue.

Je veux qu’on dise : « Essayons de trouver une solution » — voilà ce que j’essaie de faire, et c’est ainsi qu’on nous a dit que ces gens procèdent. Toutefois, le libellé du projet de loi ne reflétait pas cette situation et allait beaucoup trop loin, et le gouvernement a dit : « Donnez-nous tout le pouvoir et faites-nous confiance. » Je tente d’obtenir la permission d’imposer des limites à ces pouvoirs, afin que nous sachions qu’il y a un processus qui sera suivi.

In subclause (5) I propose that the inspector is still in control, but at least someone knows now the business person, the importer, the packager, the labeler, the manufacturer, will know what the rules are.

Proposed amendment 31(6) states:

Subsection (4) or (5) does not apply if the inspector believes on reasonable grounds that its application in the circumstances would endanger human health and safety.

This amendment goes to protect the public. If there is any possibility that this negotiation, this working it out, endangers human health and safety, then the inspector is free and clear to go right ahead and do whatever he or she thinks is important. In the same subclause the inspector does not have to do this dialogue if he has already had a dialogue and already given this individual or company the opportunity in the past.

That is my attempt at achieving a balance as to what the inspector can do.

Senator Eaton: I think Senator Day presumes that people he is dealing with, and businesses he is dealing with, are all acting in good faith. In this big bad world of ours, and with global trade, I do not think we should always presume that a dialogue we are having with a business person means that they carry the same values as we do and that they are practicing business in good faith.

Senator Day: Senator Eaton is absolutely right. I generally believe that by far the majority of business people and individuals involving in packaging, labelling and manufacturing of consumer products are acting honourably and honestly, and amended is worded to try to reflect that.

Senator Dyck: I believe that Senator Day is proposing to balance it so that those companies that do act in good faith are not subject to regulations that interfere unnecessarily with the way they conduct their operations. It is a balance between trying to protect those who operate in good faith and those who may not.

The Chair: Is there anything further? Are senators ready for the question?

Hon. Senators: Question.

Mr. Lafrenière: The Honourable Senator Eggleton, P.C.

Senator Eggleton: Yes.

Mr. Lafrenière: The Honourable Senator Callbeck.

Senator Callbeck: Yes.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Yes.

Mr. Lafrenière: The Honourable Senator Day.

Au paragraphe (5), je propose de laisser le contrôle à l'inspecteur, mais, au moins, quelqu'un connaît maintenant — l'homme ou la femme d'affaires, l'importateur, le responsable de l'emballage ou de l'étiquetage et le fabricant connaîtra les règles.

Le paragraphe 31(6) proposé est ainsi libellé :

Les paragraphes (4) ou (5) ne s'appliquent pas si l'inspecteur a des motifs raisonnables de croire que leur application dans les circonstances mettrait en danger la santé ou la sécurité humaines.

Cet amendement vise à protéger le public. S'il y a la moindre possibilité que cette négociation, cette tentative de trouver une solution, mette en danger la santé ou la sécurité humaines, alors l'inspecteur est libre de passer directement à la prochaine étape et de prendre les mesures qui, selon lui, s'imposent. La même disposition prévoit que l'inspecteur n'est pas tenu d'entamer ce dialogue s'il a déjà tenu un dialogue et a déjà délivré un avis de possibilité à la personne ou à l'entreprise.

Voilà ma tentative de rétablir l'équilibre quant à ce que l'inspecteur peut faire.

Le sénateur Eaton : Je crois que le sénateur Day présume que toutes les personnes visées par son amendement et toutes les entreprises visées par son amendement agissent de bonne foi. Dans notre monde où règne la loi du plus fort et où le commerce se fait à l'échelle mondiale, je crois que nous ne devrions pas toujours présumer, lorsque nous dialoguons avec des gens d'affaires, qu'ils partagent nos valeurs et mènent leurs activités avec droiture.

Le sénateur Day : Le sénateur Eaton a tout à fait raison. En général, je crois que la vaste majorité des gens d'affaires et des personnes responsables de l'emballage, de l'étiquetage et de la fabrication de produits de consommation agissent de façon honorable et honnête, et le libellé de l'amendement témoigne d'une tentative de refléter cette réalité.

Le sénateur Dyck : Je crois que le sénateur Day propose d'établir un équilibre qui permettra à ces entreprises qui sont administrées de bonne foi d'être exemptées de règles qui influent sans raison sur la façon dont elles mènent leurs activités. C'est une question d'équilibre entre la protection des personnes qui exploitent leur entreprise de bonne foi et l'intervention auprès de celles qui ne le font peut-être pas.

Le président : Y a-t-il d'autres commentaires? Les sénateurs sont-ils prêts à passer au vote?

Des voix : Le vote.

M. Lafrenière : Sénateur Eggleton, C.P.

Le sénateur Eggleton : Pour.

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Pour.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Pour.

M. Lafrenière : Sénateur Day.

Senator Day: Yes.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Yes.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: No.

Mr. Lafrenière: The Honourable Senator Fairbairn, P.C.

Senator Fairbairn: Yes.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: No.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: No.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: No.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Yes.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: No.

Mr. Lafrenière: Yeas, 7; nays, 5.

The Chair: The amendment carries. Shall clause 31, as amended, carry?

Hon. Senators: Agreed.

The Chair: Shall clause 32 carry?

Hon. Senators: Agreed.

The Chair: Clause 32 is carried.

Shall clause 33 carry?

Senator Day: Could I ask my honourable colleague next to me to speak on my behalf? My throat is getting a bit dry. If she could speak, although not a member of the committee, I would propose the amendments that she will now explain to you.

The Chair: Senator McCoy.

Senator McCoy: Thank you. The motion reads:

That Bill C-6 be amended in clause 33, on page 16, by replacing lines 2 and 3 with the following:

“ual or class of individuals (other than an inspector) that are qualified as an independent review panel for the purpose of reviewing”.

Clause 33 talks about the minister designating review officers for the purpose of reviewing inspectors' orders. What is being proposed in this amendment to clause 33, and then follows in clause 34 — and there are consequential references throughout the act — is to instead have the minister designate an individual or individuals who can act as an independent review panel. This independent review panel would give a more arm's length appeal function to anyone who wishes to have an order reviewed. The

Le sénateur Day : Pour.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Pour.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Pour.

M. Lafrenière : Sénateur Fairbairn, C.P.

Le sénateur Fairbairn : Pour.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Contre.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Contre.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Contre.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Pour.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Contre

M. Lafrenière : Sept voix pour et cinq voix contre.

Le président : L'amendement est adopté. La version modifiée de l'article 31 est-elle adoptée?

Des voix : D'accord.

Le président : L'article 32 est-il adopté?

Des voix : D'accord.

Le président : L'article 32 est adopté.

L'article 33 est-il adopté?

Le sénateur Day : Puis-je demander au sénateur qui est à mes côtés de parler en mon nom? Je commence à avoir la gorge un peu sèche. Si elle peut parler, bien qu'elle ne soit pas membre du comité, je proposerai les modifications qu'elle vous expliquera.

Le président : Sénateur McCoy.

Le sénateur McCoy : Merci. Il est proposé :

Que le projet de loi C-6 soit modifié, à l'article 33, à la page 16, par substitution, aux lignes 2 à 4, de ce qui suit :

« comité de révision indépendant tout individu — personnellement ou au titre de son appartenance à une catégorie donnée — compétent, sauf un inspecteur, pour procéder aux »

L'article 33 prévoit la nomination, par le ministre, de réviseurs responsables de réviser les ordres des inspecteurs. Ce qu'on propose, par le truchement de cette modification de l'article 33, qui se poursuit à l'article 34 — et la loi contient de nombreux renvois corrélatifs —, c'est de plutôt demander au ministre de nommer une personne ou des personnes qui peuvent ensuite agir à titre de comité de révision indépendant. Ce comité de révision indépendant procurerait un mécanisme d'appel plus autonome

process starts in clause 33 by saying that the minister shall designate qualified individual or individuals who might be appointed as a review panel.

I think it is clearly implied by the legislation as drafted that it would currently be another inspector who reviews an inspector's orders. At least that possibility has occurred to whoever drafted the legislation, because it says the review officer shall not be the inspector who made the order. I should think not. That would make the normal distance between the actor and the reviewer far too short. This is a fundamental principle of natural justice, as we would say in administrative law. We must set up a way for people to test a decision, and that decision has to be reviewed by someone who is at arm's length, not sitting at the next desk and not sitting in the chain of control.

This is normally the way it is set up in our departments, but to make it ultimately clear, this would set up the review panel, which could be more than one individual, but it would be an independent panel. That is the purpose of this suggested amendment.

Senator Ogilvie: I assume that there is another amendment describing how this review panel is to be selected and constituted.

Senator McCoy: There is a provision at the end of the bill, under the regulations, that covers that in broad language. Do not get me on that hobby horse, Senator Ogilvie. There is so much we leave to the regulations rather than putting in the legislation.

In clause 36(1)(a), I believe, there is a provision that the Governor-in-Council can pass regulations. Instead of saying "review officer," we would say "review panel." It is with regard to how they are set up and how they exercise their powers, et cetera. Those details come in the regulations that will be presented in due course.

Senator Ogilvie: I am sorry. I do not see the reference. To make such a substantial change without giving us an idea of how the bill would actually function with regard to setting up a review panel.

Senator McCoy: Senator Ogilvie, we have been asked to accept a whole bill largely on the same basis.

Senator Ogilvie: Mr. Chair, with respect, the bill is an orderly document that sets out a series of steps with clearly defined persons at each step. The challenge has been to know who those persons are, this is an undefined set of persons.

Senator McCoy: It is an undefined set of persons now.

The Chair: It replaces "reviewing officers," with no definition, with "a review panel." And I think Senator McCoy is pointing out that there is provision for regulations in clause 36.

advenant le cas où une personne souhaiterait qu'un ordre soit révisé. Le processus commencerait à l'article 33, qui prévoirait la nomination, par le ministre, d'une ou de plusieurs personnes compétentes qui pourraient constituer un comité de révision.

Je crois qu'il est clairement sous-entendu dans la version actuelle du projet de loi qu'un inspecteur réviserait les ordres d'un autre inspecteur. À tout le moins, la possibilité est venue à l'esprit de la personne qui a rédigé le projet de loi, car il prévoit que le réviseur ne peut pas être l'inspecteur qui a formulé l'ordre. J'espère bien que non. S'il en était ainsi, la distance entre l'intervenant et le réviseur serait beaucoup trop courte. Il s'agit d'un principe fondamental de justice naturelle, comme nous le dirions en droit administratif. Nous devons établir un mécanisme qui permettra aux gens de contester une décision, et cette décision doit être révisée par une personne autonome, pas le voisin de bureau ni un maillon de la chaîne de contrôle.

C'est ainsi que l'on procède normalement dans les ministères, mais, pour que la situation soit tout à fait claire, cette disposition prévoirait la constitution d'un comité de révision qui pourrait être composé de plus d'une personne, mais qui serait indépendant. Voilà l'objet de l'amendement proposé.

Le sénateur Ogilvie : J'imagine qu'un autre amendement décrira la façon dont on doit sélectionner les membres et constituer le comité de révision.

Le sénateur McCoy : Il y a une disposition à la fin du projet de loi qui prévoit, en termes généraux, que cet aspect sera régi par règlement. Ne me faites pas aborder cette marotte, sénateur Ogilvie. Il y a tant de choses que nous fixons par règlements plutôt que de les prévoir dans la loi.

L'alinéa 36(1)a), je crois, prévoit que le gouverneur en conseil peut prendre un règlement. Plutôt que de parler d'un « réviseur », on parlerait d'un « comité de révision ». La distinction tient à la manière dont cette fonction est établie et dont le titulaire exerce ses pouvoirs, entre autres. Ces détails seront arrêtés dans les règlements qui seront présentés au moment opportun.

Le sénateur Ogilvie : Excusez-moi. Je ne vois pas de renvois en ce sens. Vous proposez une modification importante sans nous donner une idée de la manière dont le projet de loi régirait l'établissement d'un comité de révision.

Le sénateur McCoy : Sénateur Ogilvie, on nous a demandé d'adopter tout un projet de loi dans des conditions essentiellement identiques.

Le sénateur Ogilvie : Monsieur le président, j'avance respectueusement que le projet de loi est un document ordonné qui établit une série de mesures pour lesquelles les responsables sont clairement définis. La difficulté, c'est de déterminer qui sont ces responsables, il s'agit d'un groupe de personnes non défini.

Le sénateur McCoy : Il s'agit d'un groupe de personnes non défini maintenant.

Le président : On propose de substituer « réviseurs » par quelque chose d'indéfini, à savoir un « comité de révision ». Et je crois que le sénateur McCoy fait valoir que la prise d'un règlement est prévue à l'article 36.

Senator Segal: Chair, I oppose the amendment because, like one or two that we have already discussed, I think it will have the opposite impact from that intended by our colleague.

Think about it for a moment. Someone had a bad go with an inspector. Someone wants that inspector's decision reviewed. Based on this amendment, there has to be a bureaucracy in place to appoint a panel. There have to be rules for how the panel operates, as Senator Ogilvie, I think, mentioned.

On that basis, you would have to have some regulatory or statutory basis for how that panel might operate, which has not been put before us. More important, from Justice McRuer's report of the 1960s on civil rights we know that every decision taken by government can be reviewed by court. If you are unhappy with the inspector and asked for a review and the minister quickly appointed a reviewing officer and you are unhappy with that, you then have the right to go to the Federal Court, usually, to have that overturned.

This would have the effect of saying there has to be a panel, the panel has to have a structure and there have to be rules by which the panel operates. What is the implication of natural justice in terms of the procedures? You would be setting up a greater delay for the aggrieved person who was treated badly by the inspector. That is not the intent of Senator Day and Senator McCoy, but it is in fact what this amendment would do, so I have to oppose the amendment.

The Chair: Would you not need some rules for the reviewing officer?

Senator Segal: The minute you have a panel, you have to decide whether the panel operates by majority. One officer allows you to get a quicker response, positive or negative, as the case facts and merits might justify. Therefore, I oppose the amendment.

The Chair: Is anything further on this? We will have a recorded vote.

Mr. Lafrenière: The Honourable Senator Eggleton, P.C.

The Chair: Yes.

Mr. Lafrenière: The Honourable Senator Day.

Senator Day: Yes.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Abstain.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: No.

Mr. Lafrenière: The Honourable Senator Fairbairn, P.C.

Senator Fairbairn: Yes.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: No.

Le sénateur Segal : Monsieur le président, je m'oppose à l'amendement, car, à l'instar d'un ou deux autres amendements dont nous avons déjà discuté, je crois qu'il entraînera des conséquences contraires à l'intention de notre collègue.

Pensez-y pour un instant. Supposons que quelqu'un est mécontent du résultat de l'inspection. Cette personne veut que la décision de l'inspecteur soit révisée. Selon cet amendement, il faudrait établir un mécanisme administratif qui nommerait un comité. Il doit y avoir des règles pour régir le fonctionnement du comité, comme l'a mentionné, je crois, le sénateur Ogilvie.

Ainsi, il faudrait établir des dispositions réglementaires ou législatives qui régiront le fonctionnement du comité, et ces dispositions ne nous ont pas été présentées. Plus important encore, depuis le rapport du juge McRuer de 1960 sur les droits de la personne, nous savons que chaque décision prise par le gouvernement peut être portée devant les tribunaux. Si vous êtes mécontent de l'inspecteur et avez demandé une révision et que le ministre a rapidement nommé un réviseur et que vous êtes mécontent du résultat, vous avez le droit d'interjeter appel devant la Cour fédérale, normalement, dans l'espoir de faire renverser la décision.

En adoptant cet amendement, il faudrait qu'on établisse un comité, que le comité ait une structure et soit soumis à des règles. Quelle incidence aurait cette procédure sur la justice naturelle? Cette disposition entraînerait un plus long délai pour la personne lésée, à qui l'inspecteur a fait subir un préjudice. Ce n'est pas l'intention du sénateur Day et du sénateur McCoy, mais c'est, en fait, le résultat qu'entraînerait cet amendement, alors je dois m'y opposer.

Le président : Ne faudrait-il pas établir des règles pour le réviseur?

Le sénateur Segal : Dès qu'on a un comité, il faut déterminer s'il devra rendre ses décisions à la majorité. Un seul réviseur permet d'obtenir un résultat plus rapidement, qu'il soit positif ou négatif, en fonction des faits et du bien-fondé de l'affaire. Par conséquent, je m'oppose à l'amendement.

Le président : Y a-t-il d'autres commentaires sur cette question? Nous allons procéder à un vote par appel nominal.

M. Lafrenière : Sénateur Eggleton, C.P.

Le président : Pour.

M. Lafrenière : Sénateur Day.

Le sénateur Day : Pour.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Je m'abstiens.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Contre.

M. Lafrenière : Sénateur Fairbairn, C.P.

Le sénateur Fairbairn : Pour.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Contre

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: No.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: No.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Yes.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: No.

Mr. Lafrenière: Yeas, six; nays, five; abstentions, one.

The Chair: That carries. Clause 33 as amended, carried.

Clause 34?

Senator Day: I have a number of consequential amendments to clause 34. You all remember clause 8 with respect to recall. This is a consequential amendment with respect to that in clause 34, pages 16 and 17. I move:

That Bill C-6 be amended in clause 34,

(a) on page 16, by replacing lines 6 to 9 with the following”

“section, an order that is made under section 31 shall be reviewed on the written request of the person who was ordered to take a measure by the inspector”; and

(b) on page 17, by replacing line 3 with the following:

“to take a”.

Do you see on page 16, line 7: “shall be reviewed on the written request”? The effect is to take out the clause 30 order because we do not want the minister’s order to be reviewed by the review panel. We already have a built-in check by the recommendation going to the minister to make this order of recall, so the minister will have to be briefed. The minister will have to understand that this is a serious and potentially political matter. The minister makes the order. We do not have to have that order being reviewed by a review panel.

On page 17, we replace line 3, which says now “to recall the consumer product or to take another measure.” We are just taking out “to recall the consumer product.”

That is a consequential amendment to what we have already passed. It is difficult to follow these consequential amendments because you are only changing a couple of words, but they all go back to the point that we have upgraded this right they never had before. We have put some limits on the right in the existing legislation, the right to order recall. In these amendments the minister, not the inspector performs this function. These consequential amendments fall out by virtue of that happening.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Contre.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Contre.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Pour.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Contre.

M. Lafrenière : Six voix pour, cinq voix contre et une abstention.

Le président : L’amendement est adopté. L’article 33 modifié est adopté.

L’article 34?

Le sénateur Day : J’ai plusieurs amendements corrélatifs à apporter à l’article 34. Vous vous souvenez tous de l’article 8, en ce qui concerne les rappels. Il s’agit d’un amendement corrélatif à l’article 34, aux pages 16 et 17. Je propose :

Que le projet de loi C-6 soit modifié à l’article 34 :

a) à la page 16, par substitution, aux lignes 7 et 8, de ce qui suit :

« du présent article, l’ordre donné en vertu de l’article 31 ne peut être révisé que sur des »;

b) à la page 17, par substitution, à la ligne 3, dans la version anglaise, de ce qui suit :

« to take a ».

Vous voyez, à la page 16, ligne 3 : « l’article 31 ne peut être révisé que sur des »? L’idée, c’est de retirer l’ordre donné en vertu de l’article 30, car nous ne voulons pas que l’ordre du ministre fasse l’objet d’une révision par le comité. La disposition selon laquelle il faut soumettre au ministre une recommandation d’ordonner un rappel constitue déjà un mécanisme de vérification intégré, alors le ministre devra être informé. Il devra reconnaître que la question est sérieuse et susceptible d’avoir des répercussions politiques. La ministre donne l’ordre. Il n’est pas nécessaire qu’un comité de révision révise cet ordre.

À la page 17, on modifie la ligne 3 de la version anglaise, à savoir « to recall the consumer product or to take another measure ». Nous supprimons tout simplement « to recall the consumer product ».

Il s’agit d’un amendement corrélatif à l’amendement que nous avons déjà adopté. Il est difficile de suivre ces amendements corrélatifs, car on ne change que quelques mots, mais ils renvoient tous au fait que nous avons créé un droit qui n’existait pas auparavant. Nous avons établi des limites sur le droit actuellement prévu dans le projet de loi, à savoir le droit d’ordonner un rappel. Ces modifications prévoient que c’est le ministre, et non pas l’inspecteur, qui assume cette responsabilité. Les amendements corrélatifs découlent directement de cela.

The Chair: To which pages are you referring?

Senator Day: Pages 16 and 17.

The Chair: You are just speaking to this first consequential amendment.

Senator Day: I am referring to the recall change that we have made. The recall is not a right that has existed with the ministry previously. It had to deal only with voluntary recalls or they had to go to the act and exclude products, et cetera, under the Hazardous Products Act.

This bill purports to give the ministry the right to order recall, and we have already discussed that, but these are fall-outs. I have suggested it should not be the inspector. I do not want to call him the “lowly inspector,” but the “busy inspector.” It should be someone who focuses on how important this is to the future of the business.

The Chair: I could take the same vote. This is a consequential amendment. Vote number 9 was 7:5; could I apply that again as the recorded vote in this case? Is that okay?

Senator Day: That is fine.

The Chair: Is that agreed?

Hon. Senators: Agreed.

The Chair: Carried. You have another amendment.

Senator Day: Yes, we have another one. My colleague will speak on the consequential amendment from the point of view of the review panel, the amendment we just made to clause 33.

Senator McCoy: I may need to chat with you for a minute because you need to make this change.

The Chair: Senator McCoy, do you wish to speak now?

Senator McCoy: Thank you, if I may. With the introduction of this concept of a review panel, which could be one individual or could be more individuals, it would depend on how the senior management would set that up in each region. A review panel has been inserted throughout the language in this clause. That is a consequential amendment.

It is moved by Senator Day:

That Bill C-6 be amended in clause 34,

(a) on page 16,

(i) by replacing lines 12 and 13 with the following”

“by a review panel.”,

Le président : À quelles pages êtes-vous?

Le sénateur Day : Aux pages 16 et 17.

Le président : Vous ne parlez que du premier amendement corrélatif.

Le sénateur Day : Je parle de l'amendement relatif aux rappels que nous avons déjà adopté. Le droit de rappel n'appartenait pas au ministère auparavant. Celui-ci ne pouvait gérer que les cas de rappel volontaire; sinon, il devait invoquer la Loi et exclure des produits, entre autres mesures, en application de la Loi sur les produits dangereux.

Le projet de loi vise à conférer au ministre le droit d'ordonner le rappel — et nous en avons déjà discuté —, mais ces modifications sont des conséquences. J'ai avancé que cette responsabilité ne devrait pas incomber à l'inspecteur. Je mets l'accent non pas sur le fait que l'inspecteur est un subalterne, mais sur le fait qu'il est occupé. La responsabilité devrait incomber à quelqu'un qui se concentre sur l'importance de ce rappel sur l'avenir des activités.

Le président : Je pourrais prendre le même vote. Il s'agit d'un amendement corrélatif. Le résultat du vote numéro 9 est le suivant : sept contre cinq; pourrais-je inscrire ce même vote au compte rendu ici? Est-ce acceptable?

Le sénateur Day : C'est très bien.

Le président : Êtes-vous d'accord?

Des voix : Oui.

Le président : L'article est adopté. Vous voulez proposer un autre amendement.

Le sénateur Day : Oui, nous en avons un autre. Ma collègue expliquera l'amendement corrélatif se rapportant au comité de révision qui découle de l'amendement que nous venons d'adopter à l'article 33.

Le sénateur McCoy : Je devrai peut-être m'entretenir avec vous pendant une minute, car il faut apporter cette modification.

Le président : Sénateur McCoy, voulez-vous prendre la parole maintenant?

Le sénateur McCoy : Si vous le permettez, merci. Maintenant que nous avons introduit le concept d'un comité de révision, qui peut être une personne ou un groupe, les détails dépendront des dispositions que prendra la direction de chaque région. On a intégré au libellé de l'article le concept de comité de révision. Il s'agit d'un amendement corrélatif.

Le sénateur Day propose :

Que le projet de loi C-6 soit modifié à l'article 34 :

a) à la page 16 :

(i) par substitution, aux lignes 10 et 11, ce de qui suit :

« et de droit, et ce, par un comité de révision sur demande écrite »,

(ii) by replacing line 20 with the following:

“within thirty days after the day on which the”,

(iii) by replacing line 23 with the following:

“any shorter period (not less than seven days) that may be specified in the”,

(iv) by replacing lines 32 and 33 with the following:

“(5) A review panel may review”, and

(v) by replacing lines 37 to 42 with the following:

“review unless the review panel decides otherwise.

(7) A review panel shall complete the review forthwith, and in any case within thirty days.

Two other things have been introduced in this series of amendments. You will see under (a) (ii) and also (iii) — I am looking at line 20 and 23 on page 16 — section 34 set up a time frame within which, if you wished to have a review, you had to have your request for the review within a certain time. It also referred to when the review would be completed. These two amendments in the first instance, instead of having only seven days within which to request a review, the individual would have thirty days to request a review. Believe me; sometimes that time is needed.

The same consideration, however, at line 23 is modified to some extent. In the event of a serious and imminent danger to human health, the order itself may have specified a shorter time. I suggest here that time be no less than seven days. In other words, the original concept is you can have a request for a review within seven days if there is imminent danger and longer if there is not. Those are the first two.

Later at 34(7), which is line 39 and 40, the review panel itself would be enjoined to complete the review forthwith, in any event within 40 days; so what is good for the goose is good for the gander.

That is the effect of the suggested amendments throughout section 34. On the one hand, to insert the word “panel” instead of “officer,” and on the other hand to address the time frames within which a review can be requested and within which a review must be completed.

The Chair: Senator Day, your amendment, which is —

Senator Day: I also have an amendment but it is a separate document.

The Chair: Yes, you do. One of the problems is that your amendment just spoken to by Senator McCoy talks in (v) “by replacing lines 37 to 42,” your further amendment on clause 34,

(ii) par substitution, à la ligne 18, de ce qui suit :

« ministre dans les trente jours suivant la date de la »,

(iii) par substitution, à la ligne 21, de ce qui suit :

« grave et imminent, le délai inférieur — d’au moins sept jours — qui est »,

(iv) par substitution, aux lignes 28 et 29, de ce qui suit :

« (5) Le comité de révision peut procéder à la révision même »,

(v) par substitution, aux lignes 32 à 37, de ce qui suit :

« (6) À moins que le comité de révision n’en décide autrement, la révision n’a pas pour effet de suspendre la mise en œuvre de l’ordre.

(7) Le comité de révision procède à la révision immédiatement et au plus tard dans les trente jours.

Deux autres éléments sont présentés dans cette série d’amendements. Vous pouvez voir, aux sous-alinéas a) (ii) et a) (iii) — il est question des lignes 20 et 23, à la page 16 —, que l’article 34 prévoit un échéancier que vous devrez respecter si vous demandez une révision. La disposition mentionne aussi une date butoir pour la révision. Ces deux amendements, en premier lieu, laissent à la personne 30 jours pour demander une révision plutôt que seulement sept. Croyez-moi, ce délai est parfois bien nécessaire.

Toutefois, cette même disposition, à la ligne 23, est modifiée dans une certaine mesure. En cas de danger pour la santé humaine qui est grave et imminent, l’ordre peut prévoir un délai plus court. Dans ce cas, je propose que ce délai soit d’au moins sept jours. Autrement dit, la disposition initiale prévoyait qu’il était possible de présenter une demande de révision dans les sept jours en cas de danger imminent et, si ce n’est pas le cas, le délai est plus long. Voilà les deux premières modifications.

Plus loin, au paragraphe 34(7), qui correspond aux lignes 35 et 36, le comité de révision serait tenu de procéder à la révision sur-le-champ et, dans tous les cas, dans les 40 jours; alors, on n’aura pas deux poids, deux mesures.

Voilà l’effet des amendements proposés pour l’article 34. D’une part, on propose d’insérer le mot « comité » plutôt que « réviseur », et, d’autre part, de préciser les échéanciers qu’il faut respecter pour demander une révision et pour effectuer une révision.

Le président : Sénateur Day, votre amendement, qui est...

Le sénateur Day : J’ai aussi un amendement, mais il figure dans un document distinct.

Le président : Oui, c’est exact. L’un des problèmes, c’est que, dans votre amendement que vient de présenter le sénateur McCoy, au sous-alinéa (v), vous prévoyez la substitution des

talks about replacing lines 36 to 38. You have an overlap. You have two clauses with two different amendments.

Senator Day: My amendment concerns subclause (6).

The Chair: Yes, but they are the same lines.

Senator Day: We can make a friendly amendment. We have already decided that it is not a “review officer,” so the second line of my amendment should read “review panel.”

Senator McCoy: I have made a typographical error, Mr. Chair. Subclause (v) says “referring to lines 37 to 42.”

The Chair: It is “review officer” at about line 39. It should read “review panel,” should it not?

Senator McCoy: Yes. There is something odd.

The Chair: Could we get this straightened out, please?

Senator McCoy: That should read “39 to 42.”

The Chair: Subclause (5) should read “39 to 42.”

Senator McCoy: Subclause (7) should read “a review panel shall complete the review forthwith”

The Chair: The clause say, “replacing lines 39 to 42.”

Senator McCoy: Yes. I apologize.

Senator Day: You also have what I have in the upper left corner, JAD 10, which also relates to clause 34. I am sure Ms. Labelle is listening to this almost technical amendment.

It says “an order continues to apply during a review unless a review officer decides otherwise.” But there is no power given to the review officer to decide otherwise. This is a consequence of making a decision that the review officer has no right to make unless we give the review officer that right. In effect, that is all I am doing with this amendment. I move:

That Bill C-6 be amended in clause 34, on page 16, by replacing lines 36 to 38 with the following:

(6) A request for a review of an order, or the initiation under subsection (5) of a review, does not operate as a stay of the order, but the review panel may stay the order until the review is completed or for any shorter specified period, and may subsequently lift the stay before it expires.”

lignes 32 à 37 et, l’autre amendement que vous voulez présenter à l’article 34 prévoit la substitution des lignes 32 à 34. Il y a chevauchement. Deux modifications sont pour la même disposition.

Le sénateur Day : Mon amendement se rattache au paragraphe 34 (6).

Le président : Oui, mais il s’agit des mêmes lignes.

Le sénateur Day : Nous pourrions apporter un amendement favorable. Nous avons déjà décidé qu’il ne s’agira pas d’un « réviseur », alors, à la deuxième ligne de l’amendement, il devrait être question d’un « comité de révision ».

Le sénateur McCoy : J’ai fait une erreur typographique, monsieur le président. Le sous-alinéa a) (v) renvoie « aux lignes 32 à 37 ».

Le président : On parle du « réviseur » vers la ligne 39. On devrait plutôt lire « comité de révision », n’est-ce pas?

Le sénateur McCoy : Oui. Il y a quelque chose d’étrange.

Le président : Pourrions-nous dissiper cette confusion, s’il vous plaît?

Le sénateur McCoy : La modification devrait indiquer « 35 à 37 ».

Le président : Le paragraphe (5) devrait indiquer « 35 à 37 ».

Le sénateur McCoy : Le paragraphe (7) devrait être ainsi libellé : « Le comité de révision procède à la révision immédiatement [...] »

Le président : L’amendement prévoit la substitution des lignes 32 à 37.

Le sénateur McCoy : Oui. Je suis désolée.

Le sénateur Day : Vous avez aussi le même amendement que moi, qui porte la mention — en haut, à gauche — JAD 10, et se rapporte également à l’article 34. Je suis certain que Mme Labelle écoute cet amendement, qui est presque un amendement de forme.

Le passage est le suivant : « À moins que le réviseur n’en décide autrement, la révision n’a pas pour effet de suspendre la mise en œuvre de l’ordre. » Pourtant, le réviseur n’est pas habilité à décider le contraire. C’est la conséquence d’une décision que le réviseur n’a pas le droit de prendre, à moins que nous lui conférions ce droit. À vrai dire, c’est tout ce que j’essaie de modifier avec ma proposition. Je propose :

Que le projet de loi C-6 soit modifié à l’article 34, à la page 16, par substitution, aux lignes 32 à 34, de ce qui suit :

(6) Le fait de demander la révision d’un ordre ou d’amorcer une révision en vertu du paragraphe (5) n’emporte pas suspension de l’ordre. Cependant, le réviseur peut suspendre l’ordre jusqu’au terme de la révision ou pour la durée inférieure qu’il fixe et lever cette suspension avant qu’elle expire.

(6.1) For greater certainty, a reference in this Act to “an order that is reviewed under section 34” does not include an order that is stayed under subsection (6), while the stay is in effect.”

(8) On completion of a review, the review panel shall confirm, amend, terminate or”; and

(b) on page 17, by replacing line 5 with the following:

“writing of the reasons for the review panel’s”.

It creates a legal authority on the review panel to stay or not to stay or change the stay. “Stay” means “stopping the effect of an order.”

The Chair: We have two parts on clause 34. The first sheet replaces lines 39 to 42 rather than lines 37 to 42, as indicated. He has also changed the word “officer” to “panel” as a result of the other changes made in subclause (6).

Is there discussion?

Senator Ogilvie: He accepted all those as friendly, editorial amendments of his own.

The Chair: Shall I take this together in one recorded vote? Unless there is further discussion, I will take the recorded vote. Remember the change to “review panel.”

Senator Eggleton: Yes.

Senator Callbeck: Yes.

Senator Cordy: Yes.

Senator Day: Yes.

Senator Dyck: Yes.

Senator Eaton: No.

Senator Fairbairn: Yes.

Senator Keon: No.

Senator Martin: No.

Senator Ogilvie: No.

Senator Pépin: No.

Senator Segal: No.

Mr. Lafrenière: Yeas, 6; Nays, 6.

The Chair: We passed one consequential amendment to clause 34. Shall clause 34, as amended, carry? Carried.

Shall clause 35 carry?

Hon. Senators: Agreed.

The Chair: Carried. Shall clause 36 carry?

Senator Day: Look at clause 36(1)(k), on page 18 at the bottom. You will see “review officer” in the second line to be changed to “review panel.” I move:

(6.1) Il est entendu que, dans la présente loi, la mention d’un ordre révisé au titre de l’article 34 ne vise pas un ordre qui fait l’objet d’une suspension en vertu du paragraphe (6).

(8) Au terme de la révision, le comité de révision »;

b) à la page 17, dans la version anglaise, par substitution, à la ligne 5, de ce qui suit :

« writing of the reasons for the review panel’s ».

La loi confère ainsi au comité de révision le pouvoir d’accorder, de bloquer ou de modifier une suspension. Par « suspension », on entend l’annulation des effets d’un ordre.

Le président : L’amendement à l’article 34 comporte deux volets. Premièrement, il s’agit de remplacer les lignes 35 à 47, et non les lignes 32 à 37, comme on l’a précisé. Le sénateur a aussi substitué, au mot « réviseur », « comité de révision », en fonction des autres modifications apportées au paragraphe (6).

Y a-t-il des commentaires?

Le sénateur Ogilvie : Il a qualifié ses propres amendements de « favorables », c’est son opinion.

Le président : Devrais-je regrouper toutes ces dispositions pour faire un seul vote par appel nominal? S’il n’y a pas d’autres commentaires, je vais procéder au vote par appel nominal. N’oubliez pas l’ajout de « comité de révision ».

Le sénateur Eggleton : Oui.

Le sénateur Callbeck : Oui.

Le sénateur Cordy : Oui.

Le sénateur Day : Oui.

Le sénateur Dyck : Oui.

Le sénateur Eaton : Non.

Le sénateur Fairbairn : Oui.

Le sénateur Keon : Non.

Le sénateur Martin : Non.

Le sénateur Ogilvie : Non.

Le sénateur Pépin : Non.

Le sénateur Segal : Non.

M. Lafrenière : Six voix pour et six voix contre.

Le président : Nous avons adopté un amendement corrélatif de l’article 34. La version modifiée de l’article 34 est-elle adoptée? Adoptée.

L’article 35 est-il adopté?

Des voix : Oui.

Le président : Adopté. L’article 36 est-il adopté?

Le sénateur Day : Regardez l’alinéa 36(1)(k), dans le haut de la page 19. Vous verrez « réviseur », à la deuxième ligne, qu’on devrait substituer par « comité de révision ». Je propose :

That Bill C-6 be amended in clause 36, on page 18,

(a) by replacing line 44 with the following:

“tor’s, analyst’s or review panel’s functions”; and

(b) by replacing line 46 with the following:

“or a review panel may exercise their powers;”.

We have agreed to change that in clause 33, so this is a consequential amendment.

The Chair: Should I take the 7:5 vote, on this one?

Hon. Senators: Agreed.

The Chair: That is agreed.

Senator Day: The second amendment is in clause 36. I move:

That Bill C-6 be amended in clause 36, on page 20, by adding after line 16 the following:

“(8) Within two years after the day on which this subsection comes into force, the Minister shall prepare a report describing the state of progress made in adopting, under this section, standards-related aspects of international trade agreements entered into by the Government of Canada and shall cause the report to be laid before each House of Parliament.”.

I move to amend clause 36, on page 20, by adding after line 16 a new subclause. This flows from the discussion we had from several of our witnesses that said it is very important that we neither get ahead of international standards nor lag behind on international standards because Canada is an international trader. This amendment will help to keep us in the loop by asking the government to let us know how they are doing with harmonization of standards. It gives them a couple of years and let us know how they are doing on what they are purporting to achieve.

I realize that someone in the secretariat will have to prepare a report for us, but it would be helpful.

The Chair: Anything further on that? Shall the amendment carry?

Some Hon. Senators: Yes.

Some Hon. Senators: No.

The Chair: Carried on division. There is an abstention on the clause by Senator Segal.

Shall clause 36, as amended, carry? Carried.

Clause 36.1; shall it carry?

Que le projet de loi C-6 soit modifié à l'article 36, à la page 19 :

a) par substitution, à la ligne 2, de ce qui suit :

« ecteurs, des analystes et du comité de révision et les circons- »;

b) par substitution, à la ligne 4, de ce qui suit :

« inspecteur du comité de révision; ».

Nous avons convenu d'apporter cette modification à l'article 33, alors il s'agit d'un amendement corrélatif.

Le président : Devrais-je prendre le vote à sept contre cinq pour cette question?

Des voix : D'accord.

Le président : D'accord.

Le sénateur Day : Le deuxième amendement se rattache à l'article 36. Je propose :

Que le projet de loi C-6 soit modifié, à l'article 36, à la page 20, par adjonction, après la ligne 15, de ce qui suit :

« (8) Dans les deux ans suivant la date d'entrée en vigueur du présent paragraphe, le ministre prépare un rapport faisant état du progrès accompli dans l'adoption, conformément au présent article, des aspects normatifs des accords internationaux sur le commerce conclus par le gouvernement du Canada et le fait déposer devant chaque chambre du Parlement. »

Je propose de modifier l'article 36, à la page 20, par adjonction, après la ligne 16, d'un nouveau paragraphe. Cette idée reflète les commentaires de plusieurs témoins qui ont insisté sur l'importance de ne pas prendre les devants sur les normes internationales ni prendre du retard sur celles-ci, car le Canada participe au commerce international. Cet amendement nous aidera à rester au courant en demandant au gouvernement de nous informer des progrès au chapitre de l'harmonisation des normes. Ainsi, le gouvernement a quelques années, et nous demeurons informés des progrès relatifs à ce qu'il a l'intention d'accomplir.

Je reconnais qu'il y a quelqu'un, au secrétariat, qui devra rédiger un rapport pour nous, mais cette mesure serait utile.

Le président : Y a-t-il d'autres commentaires à ce sujet? L'amendement est-il adopté?

Des voix : Oui.

Des voix : Non.

Le président : Adopté avec dissidence. Le sénateur Segal s'est abstenu de voter.

La version modifiée de l'article 36 est-elle adoptée? Adoptée.

L'article 36.1 est-il adopté?

Senator Day: Clause 36.1 was added in the House of Commons, at committee. This was not as the bill was originally drafted. This was an amendment that was done, an exercise very similar to this one, over in the House of Commons that added 36.1 and 36.2.

I noticed that it was drafted in the House of Commons and it is understandable, but it uses the process and the concepts of the House of Commons as opposed to the Senate. I am proposing to change the wording using all of the same wording for the House of Commons but using more appropriate wording from the Senate point of view to keep us both in play here.

The important aspect of this is that our committees are not automatically seized of anything. In the Senate, our committees act on the direction of the Senate chamber as a whole.

The Chair: This is a technical amendment.

Senator Day: In large part it is. It does not go to policy and it is just cleaning up the wording that came out of another committee in the House of Commons.

Senator Keon: Senator Day, when this goes back to the House of Commons, will they not just change all this back?

Senator Day: I do not know why they would. I used their wording for everything that pertains to them, and for what pertains to us, I used more appropriate wording. I move:

That Bill C-6 be amended in clause 36.1,

(a) on page 20,

(i) by replacing line 19 with the following:

“cause the proposed regulation to be laid before each House”,

(ii) by replacing lines 21 to 32 with the following:

“(2) The proposed regulation may be referred to an appropriate committee of the Senate, which may review the proposed regulation and report its findings to the Senate.

(3) The proposed regulation stands referred to the Standing Committee on Health of the House of Commons or, in the event that there is not a Standing committee on Health, the appropriate committee of the House as determined by the rules of the House, which may review the proposed regulation and report its findings to the House.”,

(iii) by replacing line 36 with the following:

“tion is laid before both Houses of Parliament,”,
and

(iv) by replacing line 38 with the following:

“regulation is laid before both Houses of Parliament, and”; and

Le sénateur Day : C’est un comité de la Chambre des communes qui a ajouté l’article 36.1. Au départ, le projet de loi n’avait pas été rédigé ainsi. Cet amendement a été adopté, dans le cadre d’un exercice très semblable aux travaux d’aujourd’hui, à la Chambre des communes et a donné lieu aux articles 36.1 et 36.2.

J’ai remarqué que ce passage avait été rédigé à la Chambre des communes — et c’est compréhensible —, mais il reflète la procédure et les concepts de la Chambre des communes, plutôt que ceux du Sénat. Je propose de modifier le libellé adopté par la Chambre des communes afin qu’il reflète mieux la réalité du Sénat et lui donne voix au chapitre.

L’important, c’est de se rappeler que nos comités ne sont pas systématiquement saisis d’une question. Au Sénat, les comités agissent en fonction des directives de la Chambre du Sénat dans son ensemble.

Le président : Il s’agit d’un amendement de forme.

Le sénateur Day : Essentiellement, oui. Il n’influe pas sur les politiques et consiste simplement à clarifier le libellé provenant d’un autre comité de la Chambre des communes.

Le sénateur Keon : Sénateur Day, lorsque le texte sera renvoyé à la Chambre des communes, son comité ne décidera-t-il pas tout simplement de revenir à l’énoncé initial?

Le sénateur Day : J’ignore pourquoi il le ferait. J’ai utilisé sa formule pour tous les aspects qui s’y rattachent et, pour ce qui nous concerne, j’ai utilisé une formule plus appropriée. Je propose :

Que le projet de loi C-6 soit modifié à l’article 36.1 :

a) à la page 20 :

(i) dans la version anglaise, par substitution, à la ligne 19, de ce qui suit :

« cause the proposed regulation to be laid before each House »,

(ii) par substitution, aux lignes 19 à 27, de ce qui suit :

« (2) Le comité compétent du Sénat peut être saisi du projet de règlement, procéder à l’étude de celui-ci et faire part de ses conclusions au Sénat.

(3) Le Comité permanent de la santé de la Chambre des communes ou, à défaut, le comité compétent d’après le règlement de celle-ci, est saisi d’office du projet de règlement et peut procéder à l’étude de celui-ci et faire part de ses conclusions à la Chambre. »,

(iii) par substitution, à la ligne 31, de ce qui suit :

« dépôt devant les deux chambres du Parlement; »,

(iv) par substitution, à la ligne 33, de ce qui suit :

« dépôt devant les deux chambres du Parlement; »;

(b) on page 21,

(i) by replacing line 2 with the following:

“Minister shall cause to be laid before that House a statement”, and

(ii) by replacing lines 5 to 7 with the following:

“before both Houses of Parliament need not again be so laid prior to the making of the regulation, unless it has been materially or substantially altered other than in accordance with the recommendations, if any, of the committee of either House.

(7) For the purposes of subsection (4), “sitting day” means a day on which either House of Parliament sits.”.

The Chair: Is there anything else on this amendment to clause 36.1?

Senator Day: Perhaps we can have unanimous approval on this amendment.

Senator Eaton: It says “before each House of Parliament.” Does that not cover the Senate?

The Chair: Yes, as I think Senator Day is explaining, there are some differences between the two houses and he is trying to adjust the wording to accommodate how we process something in our house as opposed to the House of Commons. Do you want to explain further, Senator Day, where you see the differences again?

Senator Day: Would you like me to go through the wording?

Senator Eaton: “Before each house of Parliament,” is that not clear, before the house and the Senate?

Senator Day: Which line are you reading?

Senator Eaton: Clause 36.1, line 19, “lay the proposed regulation before each House of Parliament.”

Senator Day: Yes, the minister does not lay anything before the Senate. The minister shall cause to be laid by someone else. The minister has no right to be in the Senate chamber to put anything on the table. These are just procedural matters. We do not have committees that are automatically seized of anything.

Senator McCoy: That is the next one.

The Chair: This appears to be quite technical.

Senator Cordy: In the Senate, for example, a senator is asked to be the sponsor of a bill. The minister does not lay a bill before the chamber. In this case, Senator Martin was responsible for steering the bill through committee and through the chamber. In the House of Commons, whatever minister is responsible for whatever legislation brings it forward in the house. In the Senate chamber, it is not possible, unless Senator LeBreton brings

b) à la page 21 :

(i) par substitution, à la ligne 1, de ce qui suit :

« tions que contient un rapport, le ministre fait déposer »,

(ii) par substitution, aux lignes 5 et 6, de ce qui suit :

« nouveau le projet de règlement devant les deux chambres du Parlement sauf s’il a subi des modifications de fond qui ne concordent pas avec les recommandations formulées, le cas échéant, par le comité de l’une ou l’autre chambre.

(7) Pour l’application du paragraphe (4), « jour de séance » s’entend d’un jour où l’une ou l’autre chambre siège. ».

Le président : Y a-t-il autre chose à ajouter au sujet de cette modification de l’article 36.1?

Le sénateur Day : Nous pourrions peut-être adopter cet amendement à l’unanimité.

Le sénateur Eaton : Le texte parle des deux chambres du Parlement. Cette expression n’englobe-t-elle pas le Sénat?

Le président : Oui, comme l’explique, je crois, le sénateur Day, il existe des différences entre les deux chambres, et il essaie d’adapter le libellé pour qu’il reflète la façon dont nous étudions quelque chose au Sénat, contrairement à la manière de procéder de la Chambre des communes. Voulez-vous nous donner plus d’explications, sénateur Day, quant aux différences précises?

Le sénateur Day : Voulez-vous que je passe en revue les éléments du libellé?

Le sénateur Eaton : « Devant chaque chambre du Parlement » : n’est-ce pas clair? Devant la Chambre et devant le Sénat?

Le sénateur Day : À quelle ligne êtes-vous?

Le sénateur Eaton : À l’article 36.1, ligne 19, dans la version anglaise : « lay the proposed regulation before each House of Parliament. »

Le sénateur Day : Oui, mais le ministre ne dépose rien devant le Sénat. Le ministre amène quelqu’un d’autre à le faire. Le ministre n’a pas le droit de déposer quelque chose devant la Chambre du Sénat. C’est une simple question de procédure. Aucun comité n’est systématiquement saisi d’une question.

Le sénateur McCoy : C’est la prochaine chose.

Le président : Il semble que la modification se rattache surtout à la forme.

Le sénateur Cordy : Au Sénat, par exemple, on demande à un sénateur de parrainer un projet de loi. Le ministre ne présente pas un projet de loi devant le Sénat. En l’occurrence, le sénateur Martin était responsable du projet de loi dans le cadre de l’étude du comité sénatorial. À la Chambre des communes, c’est le ministre responsable du projet de loi qui le présente devant la Chambre. Au Sénat, ce n’est pas possible, à l’exception du

forward a bill related to seniors because she is the Minister for Seniors, but other than that, there would be no minister in the Senate to bring forward the legislation. She gives cause to ask someone else to bring it forward.

Senator Eaton: I would not argue with that but I do not think, in writing this bill, before each house of Parliament they are meaning to snub the Senate. I just think it is when you refer to mankind you obviously refer to women and men, you do not go on to make a specific definition of how a bill is presented in the Senate. I think that is understood.

Senator McCoy: What you are doing is putting a duty on a minister, which she or he cannot discharge because that minister cannot be in the Senate.

Senator Day: Bear in mind that this is an amendment that was made in a House of Commons committee. Justice Canada did not present this clause initially, right.

Senator Ogilvie: Please, Mr. Chair, the world is actually turning.

Senator Segal: Thank God for a scientist on the panel.

The Chair: Regarding the amendment, can I put the question on the amendment? Shall the amendment carry?

Senator Day: Yes.

The Chair: Those opposed? Some abstain. On division.

Senator Day: Thank you.

The Chair: Carried on division.

Shall clause 36.1, as amended, carry?

Senator Segal: I would like to abstain.

The Chair: Please note Senator Segal's abstention on that.

Clause 36.2.

Senator Day: Yes, on 36.2 I have an amendment, Mr. Chairman.

The Chair: Page 21. This is another one of those.

Senator Day: It is technical, as is the last one, because it is before Parliament. Parliament is comprised of House of Commons, Senate and the Governor General, but "each House of Parliament" is more precise.

"... the Minister shall cause a statement of his or her reasons to be laid before each House of Parliament on any of the first 15 days on which that House is sitting after the regulation is made."

sénateur LeBreton, qui pourrait présenter un projet de loi qui vise les personnes âgées, parce qu'elle est ministre responsable des Aînés; mais, outre cette exception, il n'y aurait pas au Sénat de ministre qui pourrait présenter un projet de loi. La ministre doit demander à quelqu'un d'autre de le faire.

Le sénateur Eaton : Je ne prétendrais pas le contraire, mais je ne crois pas que l'intention, lorsque la version anglaise du projet de loi a été rédigée en ces termes — « before each house of Parliament » —, était de lever le nez sur le Sénat. À mon avis, c'est un peu comme la notion d'Homme avec un grand H, qui englobe à la fois les femmes et les hommes; on ne commencera pas à définir dans les détails la façon dont un projet de loi est présenté au Sénat. Je crois que c'est entendu.

Le sénateur McCoy : Ce que vous faites, c'est d'attribuer un devoir à un ministre, alors qu'il ne peut pas s'en acquitter parce qu'il ne peut pas siéger au Sénat.

Le sénateur Day : Il faut garder à l'esprit que l'amendement a été adopté par un comité de la Chambre des communes. Ce n'est pas Justice Canada qui a initialement présenté cet article.

Le sénateur Ogilvie : Et pourtant, monsieur le président, la terre continue de tourner.

Le sénateur Segal : Dieu merci, il y a un scientifique dans la salle.

Le président : Pour ce qui est de l'amendement, puis-je le mettre aux voix? L'amendement est-il adopté?

Le sénateur Day : Oui.

Le président : Ceux qui sont contre? Certains s'abstiennent. Adopté avec dissidence.

Le sénateur Day : Merci.

Le président : Adopté avec dissidence.

La version modifiée de l'article 36.1 est-elle adoptée?

Le sénateur Segal : J'aimerais m'abstenir.

Le président : Veuillez noter l'abstention du sénateur Segal pour ce vote.

Article 36.2.

Le sénateur Day : Oui, au sujet de l'article 36.2, j'ai un amendement à proposer, monsieur le président.

Le président : Page 21. En voilà un autre.

Le sénateur Day : C'est un amendement de forme, tout comme le dernier, car on parle encore de déposer quelque chose devant le Parlement. Le Parlement comprend la Chambre des communes, le Sénat et le gouverneur général, mais, on est plus précis en disant « chaque chambre du Parlement ».

« ... le ministre fait déposer devant chaque chambre du Parlement une déclaration énonçant les motifs sur lesquels il se fonde, en application du paragraphe (1), pour ne pas avoir déposé le projet de règlement. ».

There was no time limit before and I felt that there should be. If you do not like 15 days, you might want to put 12 days or 30 days.

The Chair: The upshot of this is you are putting in the word “cause” and you are putting in 15 sitting days.

Senator Day: I am putting a time limit on it.

The Chair: This is sitting days.

Senator Day: Yes, sitting days.

The Chair: Is there anything further? I can take that on division, too, if you want. Do you want a recorded vote on this? Okay.

Mr. Lafrenière: The Honourable Senator Eggleton.

Senator Eggleton: Yes.

Mr. Lafrenière: The Honourable Senator Callbeck.

Senator Callbeck: Yes.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Yes.

Mr. Lafrenière: The Honourable Senator Day.

Senator Day: Yes.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Yes.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: No.

Mr. Lafrenière: The Honourable Senator Fairbairn.

Senator Fairbairn: Yes.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: No.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: No.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: No.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Yes.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: No.

Mr. Lafrenière: Yeas, 7; nays, 5.

The Chair: The amendment carries. Clause 36.2, anything further? As amended, clause carried.

Clause 37.

Senator Day: There are many things that I would like to amend, but I will not.

Il n’y avait pas de date butoir avant, et j’estime qu’il devrait y en avoir une. Si vous n’aimez pas le délai de 15 jours, on pourrait prévoir 12 jours ou 30 jours.

Le président : L’avantage de votre amendement, c’est que vous remplacez « dépose » par « fait déposer », et que vous prévoyez 15 jours de séance.

Le sénateur Day : J’établis une date butoir.

Le président : En fonction des jours de séance.

Le sénateur Day : Oui, des jours de séance.

Le président : Y a-t-il quelque chose à ajouter? Je peux y aller à la majorité, aussi, si vous voulez. Voulez-vous un vote par appel nominal à ce sujet? D’accord.

M. Lafrenière : Sénateur Eggleton.

Le sénateur Eggleton : Oui.

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Oui.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Oui.

M. Lafrenière : Sénateur Day.

Le sénateur Day : Oui.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Oui.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Non.

M. Lafrenière : Sénateur Fairbairn.

Le sénateur Fairbairn : Oui.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Non.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Non.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Non.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Oui.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Non.

M. Lafrenière : Pour : 7, contre : 5.

Le président : L’amendement est adopté. Article 36.2; y a-t-il quelque chose à ajouter? Article adopté tel qu’amendé.

Article 37.

Le sénateur Day : Il y a beaucoup de choses que j’aimerais modifier, mais je ne le ferai pas.

The Chair: Clause 37 carried. Shall clause 38 carry? Carried.

Senator Day: I just note that these offences at subclause 38(2) have,

Due diligence is a defence in a prosecution for an offence under subsection (1).

I want honourable senators to be aware of that when I bring my next amendment. It is not in this section though.

The Chair: Shall clause 38 carry? Carried. Clause 39 carry?

Senator Day: Yes, okay.

The Chair: Carried. Shall clause 40 carry?

Senator Day: Yes.

The Chair: Shall clause 41 carry?

Senator Day: Yes.

The Chair: Clause 42? Carried. Shall clause 43 carry? Carried. Shall clause 44 carry?

Senator Day: No, we have two consequential amendments in clause 44. I move:

That Bill C-6 be amended in clause 44, on page 24,

(a) by replacing lines 11 and 12 with the following:

“analyst or review panel purporting to have been signed by that person or a member of that panel is admissible in”; and

(b) by replacing lines 21 and 22 with the following:

“analyst or review panel that appears to have been certified under the signature of that person or a member of that panel”.

Clause 44(1), fourth line down is “review officer.” It should be “review panel” now that we have passed that earlier in clause 33. Subclause 44(2) is the same consequential amendment: “review officer” to “review panel.”

The Chair: These are consequential amendments arising from a previous motion that carried.

Senator Day: That is correct; I believe it was clause 33.

The Chair: I can take vote nine, which was the seven-five, or I can take it on division. Alright, the seven-five recorded.

That is carried. Is there anything further on clause 44?

Senator Day: I have a few here.

The Chair: Shall clause 44 as amended carry? Carried.

Le président : Article 37, adopté. L'article 38 doit-il être adopté? Adopté.

Le sénateur Day : J'aimerais simplement souligner le paragraphe 38(2), qui caractérise ces infractions et qui est libellé ainsi :

La prise de précautions voulues peut être opposée en défense à toute accusation portée au titre du paragraphe (1).

J'aimerais que les honorables sénateurs s'en souviennent quand je présenterai mon prochain amendement. Il ne concerne toutefois pas cet article.

Le président : L'article 38 doit-il être adopté? Adopté. Article 39 adopté?

Le sénateur Day : Oui, d'accord.

Le président : Adopté. L'article 40 est-il adopté?

Le sénateur Day : Oui.

Le président : L'article 41 est-il adopté?

Le sénateur Day : Oui.

Le président : L'article 42? Adopté. L'article 43 est-il adopté? Adopté. L'article 44 est-il adopté?

Le sénateur Day : Non, il y a deux amendements corrélatifs à l'article 44. Je propose :

Que le projet de loi C-6 soit modifié à l'article 44, à la page 24 :

a) par substitution, aux lignes 9 et 10, de ce qui suit :

« par le ministre, l'inspecteur, l'analyste ou un membre du comité de révision est admissible en preuve sans qu'il soit »;

b) par substitution, à la ligne 17, de ce qui suit :

« l'analyste ou un membre du comité de révision et paraissant certifié ».

À la cinquième ligne du paragraphe 44(1), il y a le mot « réviseur ». Il faudrait le remplacer par l'expression « comité de révision » maintenant que l'article 33 a été amendé à cet effet. Le même amendement corrélatif s'applique au paragraphe 44(2) : « réviseur » doit devenir « comité de révision ».

Le président : Il s'agit là d'amendements corrélatifs qui résultent d'une motion adoptée précédemment.

Le sénateur Day : C'est exact; je crois que c'était dans le cas de l'article 33.

Le président : Je peux reprendre le vote neuf, dont le résultat est de sept-cinq, ou je peux y aller à la majorité. D'accord, le résultat de sept-cinq est retenu.

La modification est adoptée. Y a-t-il quelque chose à ajouter au sujet de l'article 44?

Le sénateur Day : J'ai mentionné quelques éléments.

Le président : L'article 44 est-il adopté tel qu'amendé? Adopté.

Shall clause 45 carry?

Senator Day: Yes.

The Chair: Carried. Shall clause 46 carry?

Senator Day: Yes.

The Chair: Shall clause 47 carry?

Senator Day: Yes.

Senator Segal: I would like to be listed as an abstainer on clause 47.

The Chair: Senator Segal is abstaining on clause 47.

Shall clause 48 carry? Carried.

The Chair: Shall clause 49 carry? Carried.

Senator Day: Yes.

The Chair: Shall clause 50 carry? Carried.

Shall clause 51 carry?

Senator Day: I move:

That Bill C-6 be amended in clause 51, on page 28, by replacing line 20 with the following:

“(a) the person is liable to pay the amount set out in the”.

The difficulty in this clause was in the wording. I would call this a technical drafting amendment. When I read this many times, it was not entirely clear to me. Subclause (5) says:

Once provided with the notice of default, the person may not deduct from the amount set out in the notice any amount they spent under the compliance agreement and ...

and then it is subclause (a).

I am suggesting we put the words “the person is liable to pay the amount. . . .” I believe that is what was intended.

The Chair: You already have that in the preamble to that in (5). Why do you need it again?

Senator Day: From a legal drafting point of view, when you talk about someone being liable, you do not want to have to go back and guess that you are talking about something in the earlier portion.

The Chair: It says:

(5) Once provided with the notice of default, the person may not deduct from the amount set out in the notice any amount they spent under the compliance agreement and

(a) is liable to pay the amount. . . .

That seems to be talking about the same person.

L'article 45 est-il adopté?

Le sénateur Day : Oui.

Le président : Adopté. L'article 46 est-il adopté?

Le sénateur Day : Oui.

Le président : L'article 47 est-il adopté?

Le sénateur Day : Oui.

Le sénateur Segal : J'aimerais qu'il soit écrit que je m'abstiens en ce qui concerne l'article 47.

Le président : Le sénateur Segal s'abstient en ce qui concerne l'article 47.

L'article 48 est-il adopté? Adopté.

Le président : L'article 49 est-il adopté? Adopté.

Le sénateur Day : Oui.

Le président : L'article 50 est-il adopté? Adopté.

L'article 51 est-il adopté?

Le sénateur Day : Je propose :

Que le projet de loi C-6 soit modifié à l'article 51, à la page 28, dans la version anglaise, par substitution, à la ligne 20, de ce qui suit :

« (a) the person is liable to pay the amount set out in the ».

La difficulté réside dans le libellé de cet article. Je dirais qu'il s'agit d'une modification technique de la rédaction. J'ai lu le paragraphe (5) à plusieurs reprises, et je trouvais que ce n'était pas tout à fait clair. Le paragraphe 5 se lit ainsi, dans la version anglaise :

Once provided with the notice of default, the person may not deduct from the amount set out in the notice any amount they spent under the compliance agreement and [...]

Puis vient tout de suite l'alinéa a).

Je propose que l'on formule l'alinéa ainsi : « the person is liable to pay the amount [...] ». Je crois que c'est là le sens de l'alinéa.

Le président : « The person » est déjà mentionné dans le paragraphe (5). Pourquoi pensez-vous qu'il faille ajouter cette mention encore une fois?

Le sénateur Day : Du point de vue de la rédaction juridique, si vous parlez d'une personne tenue de faire quelque chose, vous ne voulez pas devoir revenir en arrière et deviner qu'il est question d'une chose mentionnée dans la partie précédente.

Le président : Le paragraphe est libellé ainsi :

(5) Once provided with the notice of default, the person may not deduct from the amount set out in the notice any amount they spent under the compliance agreement and

(a) is liable to pay the amount. . . .

On voit qu'il s'agit de la même personne.

Senator Day: Why do we not ask Ms. Labelle? From a legal drafting point of view, would you be happy to leave out the words “the person” in front of that? If you tell me you are happy, you will be using this to enforce the act. I am trying to help.

Mr. Glover: Mr. Chair, your interpretation is correct.

Senator Day: I withdraw that one. Thank you.

The Chair: Shall clause 51 carry? Carried.

Shall clause 52 carry?

Senator Day: Yes.

The Chair: Shall clause 53 carry?

Senator Day: Yes.

The Chair: Shall clause 54 carry?

Senator Day: Yes.

The Chair: Shall clause 55 carry?

Senator Day: Yes.

The Chair: Shall clause 56 carry?

Senator Day: No. We were progressing nicely, though.

The Chair: I was hoping I would get all the way through.

Senator Day: This is my fifteenth amendment. You will recall this relates back to what I pointed out to you a short while ago with respect to defences. Clause 56 reads:

(1) A person named in a notice of violation does not have a defence by reason that the person

(a) exercised due diligence to prevent the violation; or

(b) reasonably and honestly believed in the existence of facts that, if true, would exonerate the person.

I think that is far too heavy-handed and unnecessary. I move:

That Bill C-6 be amended in clause 56, on page 31, by replacing lines 4 and 5 with the following:

“56. (1) In a proceeding in relation to a violation, it is a defence for the person named in the notice of violation to establish”.

And then either “that the person exercised due diligence” or “reasonably and honestly believed.”

The Chair: Anybody else have a comment? Therefore, due diligence would be allowed as a defence, is that what you are saying?

Senator Day: Yes, it says it is not, and I am suggesting it is. It should be, and due process.

Le sénateur Day : Pourquoi ne posons-nous pas la question à Mme Labelle? Du point de vue de la rédaction juridique, pensez-vous qu'on peut omettre la mention « the person » au début dans l'alinéa? Si vous répondez par l'affirmative, la loi sera exécutée de cette façon. J'essaie d'aider.

M. Glover : Monsieur le président, votre interprétation est juste.

Le sénateur Day : Je retire cette proposition. Merci.

Le président : L'article 51 est-il adopté? Adopté.

L'article 52 est-il adopté?

Le sénateur Day : Oui.

Le président : L'article 53 est-il adopté?

Le sénateur Day : Oui.

Le président : L'article 54 est-il adopté?

Le sénateur Day : Oui.

Le président : L'article 55 est-il adopté?

Le sénateur Day : Oui.

Le président : L'article 56 est-il adopté?

Le sénateur Day : Non. Mais les choses avancent rondement.

Le président : J'espérais me rendre jusqu'à la fin.

Le sénateur Day : Il s'agit de mon quinzième amendement. Vous vous souviendrez que cela concerne ce que j'ai mentionné plus tôt concernant les moyens de défense. L'article 56 est libellé ainsi :

(1) Le contrevenant ne peut invoquer en défense le fait qu'il a pris les précautions voulues pour empêcher la violation ou qu'il croyait raisonnablement et en toute honnêteté à l'existence de faits qui, avérés, l'exonéreraient.

Cela me semble beaucoup trop précis et inutile. Je propose :

Que le projet de loi C-6 soit modifié à l'article 56, à la page 31, par substitution, à la ligne 1, de ce qui suit :

« 56. (1) Dans le cadre de toute procédure en violation, le contrevenant peut invoquer en défense ».

Puis on pourrait ajouter « qu'il a pris les précautions voulues » ou « qu'il croyait raisonnablement et en toute honnêteté ».

Le président : Est-ce que quelqu'un a un commentaire? Ce que vous dites, donc, c'est que le fait d'avoir pris les précautions voulues pourrait être invoqué en défense?

Le sénateur Day : Oui, le projet de loi dit que ça ne devrait pas être possible, et je propose que ça le soit. Cela devrait l'être, et ce devrait être l'application régulière du droit.

Senator Eaton: I do not agree. I think if you remove that, you are taking the sense of responsibility away from the manufacturers or the distributors to distribute to ensure their product is absolutely safe. Anybody can turn around and say, "I had it tested in Istanbul and it came back and it is just fine." Then you get into quarrels over standards of testing, and where it was tested and when.

If they sell a product, they have to be responsible for what they are selling to ensure the people providing the ingredients that go into that product are safe and that the product is safe. The whole bill is about responsibility.

Senator Ogilvie: Question.

Senator Cordy: I think the whole point of the bill is that an inspector can order something to be inspected. I have the presumption that the majority of business people are good, honest people. If there is a problem, the inspector will go in and inspect it and take it off the shelves or seize it or do all of the things previously part of this bill. That is why we have Bill C-6.

I do think there are situations where due diligence, in the court of law, is allowable. Why should it not be allowable? I was surprised to see the due diligence, reasonableness and honesty specifically put into the bill, someone who reasonably and honestly believed in the existence of the facts. I was surprised to see it in the bill.

We have gone through the bill and are now at clause 56 and saying all of the process that we go through, if we believe that a product is safe. Saying "Well, I had it tested in Istanbul" is difficult to imagine because of what we have already passed as a committee.

I think the majority of business people are good, honest people and I believe that, in the country of Canada, due diligence should be a legal defence.

Senator Day: I remind honourable colleagues that clause 38(2) says, "Due diligence is a defence in a prosecution for an offence under subsection (1)."

However, when you come to a violation, which is an administrative thing, it says you do not have the same protection. That does not make sense to me. If it is a defence before the courts, it is a defence when you are in an administrative process, as far as I am concerned.

Le sénateur Eaton : Je ne suis pas d'accord. Je crois que, si on élimine cet aspect, on élimine le sentiment de responsabilité chez les fabricants ou les distributeurs, qui doivent s'assurer, quand ils distribuent un produit, que celui-ci est absolument sûr. N'importe qui pourrait se justifier en disant : « j'ai fait faire des essais à Istanbul, et les résultats ont prouvé que le produit est tout à fait correct ». Vous vous retrouveriez alors au cœur d'une querelle concernant les normes d'essai, et l'endroit et le moment où les essais ont été faits.

Si quelqu'un vend un produit, il doit être responsable de ce qu'il vend et il doit pouvoir garantir aux gens que les ingrédients qui entrent dans la composition de ce produit sont sûrs, et que le produit est sûr. Tout le projet de loi porte sur la question de la responsabilité.

Le sénateur Ogilvie : Il y a une question.

Le sénateur Cordy : Je crois que ce que vise le projet de loi, en fait, c'est qu'il soit possible, pour un inspecteur, de demander une inspection. Je présume que la majorité des gens d'affaires sont des personnes bonnes et honnêtes. S'il y a un problème, l'inspecteur se rendra sur les lieux, fera une inspection et retirera le produit des tablettes, effectuera une saisie ou prendra l'une ou l'autre des mesures déjà prévues dans le projet de loi. C'est pour ça que nous avons le projet de loi C-6.

Je crois qu'il y a des cas où le fait d'avoir pris les précautions voulues peut être admis au tribunal. Pourquoi ne serait-ce pas le cas? J'ai été étonnée de voir qu'on mentionnait précisément dans le projet de loi les précautions, le caractère raisonnable et l'honnêteté, le fait qu'une personne croyait raisonnablement et en toute honnêteté à l'existence des faits. J'ai été étonnée de voir cela dans le projet de loi.

Nous avons passé en revue le projet de loi et sommes maintenant rendus à l'article 56 et nous parlons de tout le processus par lequel nous passerons et nous disons si nous pensons qu'un projet de loi est sûr. J'ai peine à imaginer quelqu'un qui dirait « Eh bien, j'ai fait faire des essais à Istanbul » compte tenu de ce que nous avons déjà adopté à titre de comité.

Je crois que la majorité des gens d'affaires sont des personnes honnêtes et bonnes et je crois que, dans notre pays, le Canada, le fait d'avoir pris les précautions voulues devrait pouvoir être invoqué en défense.

Le sénateur Day : J'aimerais rappeler à mes honorables collègues qu'il est écrit, au paragraphe 38(2), que : « la prise de précautions voulues peut être opposée en défense à toute accusation portée au titre du paragraphe (1). »

Cependant, quand il est question d'une violation, ce qui constitue un élément administratif, il est écrit que la personne n'a pas la même protection. À mon avis, cela n'a aucun sens. Si la prise des précautions voulues peut être invoquée en défense devant les tribunaux, elle doit aussi pouvoir l'être dans le cadre d'un processus administratif. C'est, du moins, ce que je crois.

Senator Keon: What if the due diligence were defective? We see it every day. I would think once you have moved beyond that, it does not mean a thing.

Senator Day: Due diligence must be established to the satisfaction of the opinion of the person making the decision. You are pleading due diligence to someone and then, if you make some silly statement like you took your product to Afghanistan to have it tested and everyone knows it would never have been tested there, that is not due diligence.

Senator Keon: Even if it is tested in America or Canada —

Senator Day: I thought you were going to say the Maritimes for a second.

Mr. Glover: The reason for this is very deliberate. We are talking about a violation, as the honourable senator has pointed out. As has been pointed out through this, that violation would occur after a series of interactions between the inspector and the agency.

There would be written notice that says the corrective action required is X. The company has a chance to be consulted on that and say, “Yes I agree.” It is all done in writing. They have a time frame within which to comply. In a sense, we are saying, “Let us talk about what the problem is and agree on the solution.” You agree, we give you time to do that, and then excuse you from all those previous agreements. That is what this would do.

The Chair: This is something where an agreement has been entered into. However, you are saying due diligence does not apply in this case.

Mr. Glover: Correct. It is, in a sense, we inspect, in theory, something you or your company is doing. We see a problem; let us say it is labelling their English only. We say just a sticker that says English and French labels would be appropriate. You agree and we confirm that in writing and give you 10 days to print the labels and put them on those things. Then you say, “Thanks, I concur.” When we come back to inspect, it is not done. We have already agreed. It is not criminal; it is a violation of an agreement negotiated between the two parties. We are saying, in that instance, why would there be a due diligence defence?

The Chair: Senator Day, how do you see the due diligence applying then?

Senator Day: I think due diligence is in the eyes of the beholder, the person making the decision. Take a look at 56(2). The heading is Rules of Law about Violations. Clause 56(1) talks about a violation and excludes fundamental and basic rights. Clause 56(2) talks about a charge for an offence, meaning you are before a court process. You would not dare take those fundamental rights

Le sénateur Keon : Qu'arrive-t-il si la prise de précautions voulues n'a pas lieu, finalement? Nous sommes confrontés à ce type de situation chaque jour. Je crois que, une fois que vous êtes passé à autre chose, cela n'a plus aucun sens.

Le sénateur Day : La personne qui prend la décision doit être convaincue qu'il y a eu prise de précautions voulues. Si vous affirmez à quelqu'un que vous avez pris les précautions voulues, puis que vous faites une déclaration ridicule, par exemple que vous avez envoyé votre produit en Afghanistan pour qu'il soit mis à l'essai alors que tout le monde sait que c'est impossible, vous n'avez pas pris les précautions voulues.

Le sénateur Keon : Même si des essais sont effectués aux États-Unis ou au Canada...

Le sénateur Day : J'ai cru, un instant, que vous alliez dire dans les Maritimes.

M. Glover : La raison qui explique cela a fait l'objet d'une grande réflexion. Comme l'a fait remarquer le sénateur, nous parlons des violations. Comme on l'a aussi mentionné, cette violation survient à la suite d'une série d'interactions entre l'inspecteur et l'organisme.

Il y a eu auparavant un avis remis par écrit exigeant la mesure corrective X. L'entreprise a la possibilité d'être consultée à ce sujet et de dire : « D'accord, j'accepte. » Tout cela se fait par écrit. L'entreprise dispose d'un délai pour respecter les conditions. D'une certaine façon, ce que nous disons, c'est : « Discutons de la nature du problème et entendons-nous sur la solution. » Vous êtes d'accord, nous vous donnons du temps pour agir, puis nous vous dispensons de tous les accords antérieurs. C'est comme ça que les choses se passent.

Le président : C'est un cas où il y a eu un accord de conclu. Pourtant, vous dites que la prise de précautions voulues ne s'applique pas dans ce cas.

M. Glover : C'est juste. C'est que, dans un certain sens, nous inspectons, en théorie, une chose que vous ou votre entreprise a faite. Nous constatons qu'il y a un problème; disons que l'étiquetage est en anglais seulement. Nous vous disons qu'il faudrait simplement ajouter un autocollant avec l'anglais et le français. Vous acceptez, et nous confirmons le tout par écrit et nous vous donnons 10 jours pour imprimer l'étiquette autocollante et l'apposer sur les articles. À ce moment-là, ce que vous dites, c'est : « Merci, je suis d'accord. » Quand nous revenons pour faire une inspection, ça n'a pas été fait. Nous nous étions déjà entendus. Ce n'est pas un geste criminel; c'est une violation d'un accord négocié entre les deux parties. Nous nous demandons pourquoi, dans ce cas, le contrevenant pourrait invoquer la prise de précautions voulues en défense?

Le président : Sénateur Day, de quelle façon pensez-vous que la prise de précautions voulues s'applique dans ce cas?

Le sénateur Day : Je crois que la prise de précautions voulues tient à une appréciation personnelle, c'est-à-dire celle de la personne qui prend la décision. Prenez le paragraphe 56(2). Le titre est « Règles spécifiques aux violations ». Dans le paragraphe 56(1), on parle d'une violation et on exclut les droits fondamentaux et de base. Au paragraphe 56(2), on parle

away because this whole act would be struck down. You are saying that every rule and principle of common law applies if you are in a court process, but if you are in an administrative process, you do not have any of those fundamental rights, and that is absolutely wrong.

Mr. Glover: That is also deliberate to ensure that if, on subject of disagreement, misinterpretation of those words, you wish to take this and have it reviewed by the court, you have the defence of due diligence if you choose to apply to the court. It returns that right when you want to go there, but in terms of the agreement between us, it has been agreed and exists. We would not want to renegotiate. You must comply with it.

The Chair: I do not understand why you would say you would have the due diligence right in the court but not in your process.

Senator McCoy: The courts would not allow it.

Senator Day: They would never allow it. They would strike this whole act down.

Senator Segal: To be fair, we are talking about the way in which the law would be enforced relative to someone who has been given every opportunity to comply, where a compliance agreement has been reached in good faith between the parties and the public has been reassured that the matter has been resolved. Then, 10, 15, 20 days later, there is absolutely no compliance on the part of the targeted purveyor. If they have a due diligence defence, at that point we are into an endless cycle. As Senator Day will know, due diligence with respect to corporate law and fiduciary responsibility is a matter litigated all the time, and there is a huge debate over what constitutes due diligence, evidence of or not.

To put it in would create a huge legal loophole for those who are the bad actors. I agree with Senator Cordy that it is a small amount of folks who could, through their lawyers and counsel, keep this thing rolling and prevent Her Majesty from protecting the public, and I do not think that is our intent.

Senator Cordy: I look at the example of the labels. You have been in contact with them, written to them, told them they have to change the labels. Now you are saying if they use due diligence, if they have been in contact with the department, and they have received the notice in writing, then it is not reasonable to say that they were not aware of the existence of the law.

We are speaking of people who genuinely are not aware of it and generally should be exercising due diligence. In the example you gave us where the person was fully informed, the department explained everything to them, I do not think anyone would

d'une poursuite pour infraction, ce qui signifie qu'il y a un procès devant un tribunal. On ne peut pas se permettre de supprimer ces droits fondamentaux parce que la loi perdrait alors tout son sens. Vous dites que chaque règle et principe du common law s'appliquent dans le cas d'un processus devant le tribunal, mais il s'agit d'un processus administratif, aucun de ces droits fondamentaux ne s'applique, et c'est une grave erreur.

M. Glover : On a aussi délibérément voulu s'assurer que, si vous décidez, au sujet du désaccord, de la mauvaise interprétation de ce qui a été dit, de présenter l'affaire au tribunal, vous pouvez, si vous allez devant le tribunal, invoquer en défense le fait que vous avez pris les précautions voulues. Ce droit vous revient si vous voulez aller devant le tribunal, mais en ce qui concerne l'accord entre nous, il a été conclu et il existe. On ne veut pas renégocier. Vous devez le respecter.

Le président : Je ne comprends pas pourquoi vous dites que vous auriez le droit d'invoquer la prise de précautions voulues au tribunal, mais pas dans le cadre de votre processus.

Le sénateur McCoy : Les tribunaux ne le permettraient pas.

Le sénateur Day : Jamais ils ne le permettraient. Ils invalideraient toute cette loi.

Le sénateur Segal : Pour être franc, nous parlons de la façon dont la loi serait appliquée à une personne qui a eu toutes les occasions de se conformer, dans un cas où un accord de conformité a été conclu de bonne foi entre les parties et que le grand public s'est vu donner l'assurance que le problème avait été réglé. Puis, 10, 15 ou 20 jours plus tard, on constate que le fournisseur en question ne se conforme pas du tout. Si celui-ci peut invoquer en défense le fait qu'il a pris les précautions voulues, nous nous retrouvons dans une boucle sans fin. Comme le sait le sénateur Day, la prise de précautions voulues est une affaire constamment portée en justice en ce qui concerne le droit des sociétés et les responsabilités fiduciaires, et il y a un large débat à propos de ce que constitue la prise de précautions, les éléments de preuve à ce sujet et l'absence d'éléments de preuve.

Si on ajoutait la possibilité d'invoquer la prise de précautions voulues, on créerait une importante faille dans le système juridique pour les contrevenants. Je suis d'accord avec le sénateur Cordy quand elle dit que c'est un petit nombre de personnes qui pourraient, par l'entremise d'un conseil et d'avocats, pousser l'affaire plus loin et empêcher Sa Majesté de protéger le grand public, et je ne crois pas que ce soit ce que nous souhaitons.

Le sénateur Cordy : Je prends l'exemple des étiquettes. Vous êtes entré en contact avec l'entreprise, vous lui avez écrit, vous lui avez dit qu'elle devait modifier les étiquettes. Vous dites que, si elle invoque la prise de précautions voulues — si elle a été en contact avec le ministère et qu'elle a reçu un avis par écrit, on ne pourrait pas raisonnablement dire qu'elle ne connaissait pas l'existence de la loi.

On parle des gens qui ne connaissent véritablement pas l'existence de la loi, et qui, de façon générale, pourraient invoquer la prise de précautions voulues. Dans l'exemple que vous nous avez donné, où l'entreprise était tout à fait informée et

suggest that they should receive the credibility that they did not know. The facts would have been given to them in this case. The example you used, to me, would not apply to this section anyway.

Senator Segal: Under all the provisions of most laws, not being aware of provisions of a law does not constitute a defence. Whether under the Tax Act, the Highway Traffic Act, none of those circumstances allow you to say "I did not know." It may be an honest answer by a decent human being who got caught in a jam, but that is not an established, accepted defence. There may be other defences which make good sense, but not knowing is not one of them. It is unfair to load that as a bureaucratic burden on this act.

Senator McCoy: That is ignorance of the law. On that point, ignorance of the law is never a defence. Ignorance of facts or belief in facts is an entirely different matter, and subsection 56(1) (b) talks about "existence of facts." Senator Segal's point is well taken.

Senator Day: It is entirely wrong.

Senator McCoy: The distinction is manifest.

Mr. Glover: In responding to the senator's observations with respect to my example, I apologize if my comments misled the committee. I would like to clarify.

In order for there to be a violation, there must have been an order. That order must have been done in writing. To arrive at this point, there is no way that the company could ever say there was not interaction with them. They would have to be notified via the order what the problem was and then be in violation of that order. In fact, it is the correct example because in all cases, to reach this point, a corrective order must have been given in writing for which there is then a violation. To be clear here, that is the instance when this would apply.

The Chair: Anything else on this? Shall that amendment carry?

Senator Day: Agreed.

Some Hon. Senators: No.

The Chair: On division?

An Hon. Senator: Recorded vote.

The Chair: A recorded vote.

Mr. Lafrenière: The Honourable Senator Eggleton, P.C.

Senator Eggleton: Abstain.

Mr. Lafrenière: The Honourable Senator Callbeck.

Senator Callbeck: Abstain.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Yes.

où le ministère lui avait tout expliqué, je ne crois pas que qui que ce soit irait dire qu'il faut la croire quand elle dit qu'elle n'était pas au courant. Dans ce cas, les faits lui auraient été transmis. À mon avis, l'exemple que vous employez ne s'appliquerait pas à cet article, de toute façon.

Le sénateur Segal : Dans le cas de la plupart des lois, le fait de ne pas connaître les dispositions de la loi ne constitue pas une défense. Que ce soit la Loi de l'impôt ou le Code de la route, vous ne pouvez pas, en aucun cas, dire : « Je ne savais pas ». C'est peut-être une réponse honnête de la part d'un être humain décent qui s'est mis dans le pétrin, mais ce n'est pas une défense reconnue ni acceptée. Il y a peut-être d'autres défenses qui ont du bon sens, mais le fait de ne pas connaître la loi n'en est pas une. Ce serait injuste d'affirmer qu'il s'agit d'un fardeau bureaucratique dans le cas de cette loi.

Le sénateur McCoy : Vous parlez de l'ignorance de la loi. À ce sujet, il est vrai que l'ignorance de la loi n'est jamais une défense. Il en va tout autrement de l'ignorance des faits ou de la croyance des faits; d'ailleurs, au paragraphe 56(1) on parle de l'« existence des faits ». Je suis d'accord avec le sénateur Segal sur ce point.

Le sénateur Day : C'est une grave erreur.

Le sénateur McCoy : La distinction est claire.

M. Glover : J'aimerais réagir aux observations des sénateurs concernant mon exemple, et je m'excuse si mes commentaires ont pu induire le comité en erreur. J'aimerais apporter des précisions.

Pour qu'il y ait une violation, il doit y avoir eu un ordre. Celui-ci doit avoir été donné par écrit. Si une entreprise en arrive là, elle ne pourra jamais, en aucun cas, dire qu'il n'y a pas eu d'interaction avec elle. Elle aurait été avisée du problème par l'entremise de l'ordre, et se retrouverait donc en situation de violation par rapport à cet ordre. Il s'agit, en fait, d'un bon exemple puisque, dans tous les cas, pour en arriver là, un ordre concernant les mesures correctives à prendre doit avoir été donné par écrit, et l'entreprise se retrouve en état de violation. Pour être bien clair, c'est dans un cas comme cela que la disposition s'appliquerait.

Le président : Quelqu'un a-t-il quelque chose à ajouter à ce sujet? L'amendement est-il adopté?

Le sénateur Day : D'accord.

Des voix : Non.

Le président : Avec dissidence?

Une voix : Vote par appel nominal.

Le président : Vote par appel nominal.

M. Lafrenière : Sénateur Eggleton, C.P.

Le sénateur Eggleton : Je m'abstiens.

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Je m'abstiens.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Oui.

Mr. Lafrenière: The Honourable Senator Day.

Senator Day: Absolutely.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Yes.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: No.

Mr. Lafrenière: The Honourable Senator Fairbairn, P.C.

Senator Fairbairn: Yes.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: No.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: No.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: No.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Abstention.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: No.

Mr. Lafrenière: Yeas, four; nays, five; abstentions, three.

The Chair: That does not carry.

Is there anything further on clause 56? Carried.

Senator Day: Could I have that on division? In fact, my vote is recorded on this matter?

The Chair: Okay. Clause 56?

Senator Day: Clause 56, yes.

The Chair: We have your amendment recorded.

Senator Day: You have the amendment that I voted for.

The Chair: You want clause 56 recorded?

Senator Day: Yes, I would like clause 56 voted on.

The Chair: The clause as it stands, un-amended.

Senator Day: Yes.

The Chair: Clause 56?

Senator Day: That is so fundamental.

Senator Cordy: I would like to see division on that clause also.

The Chair: On division or recorded? Recorded vote.

Mr. Lafrenière: The Honourable Senator Eggleton, P.C.

Senator Eggleton: Yes.

M. Lafrenière : Sénateur Day.

Le sénateur Day : Tout à fait.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Oui.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Non.

M. Lafrenière : Sénateur Fairbairn, C.P.

Le sénateur Fairbairn : Oui.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Non.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Non.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Non.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Je m'abstiens.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Non.

M. Lafrenière : Pour : 4; contre : 5; abstentions : 3.

Le président : L'amendement n'est pas adopté.

Y a-t-il quelque chose d'autre à dire à propos de l'article 56? Adopté.

Le sénateur Day : Veuillez mentionner ma dissidence à ce sujet. En fait, mon vote a-t-il été enregistré à ce sujet?

Le président : D'accord. L'article 56?

Le sénateur Day : Oui, l'article 56.

Le président : Votre amendement a été enregistré.

Le sénateur Day : Vous avez l'amendement pour lequel j'ai voté.

Le président : Vous voulez un vote par appel nominal à propos de l'article 56?

Le sénateur Day : Oui, je voudrais qu'on vote au sujet de l'article 56.

Le président : L'article dans sa forme actuelle, non amendé?

Le sénateur Day : Oui.

Le président : L'article 56?

Le sénateur Day : C'est si important.

Le sénateur Cordy : J'aimerais aussi qu'on constate qu'il y a dissidence au sujet de cet article.

Le président : Avec dissidence ou par appel nominal? Un vote par appel nominal.

M. Lafrenière : Sénateur Eggleton, C.P.

Le sénateur Eggleton : Oui.

Senator Day: Believing this is contrary to fundamental justice.

Mr. Lafrenière: The Honourable Senator Callbeck.

Senator Callbeck: Yes.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Abstain.

Mr. Lafrenière: The Honourable Senator Day.

Senator Day: No.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Abstain.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: Yes.

Mr. Lafrenière: The Honourable Senator Fairbairn, P.C.

Senator Fairbairn: Abstain.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: Yes.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: Yes.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: Yes.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Yes.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: Yes.

Mr. Lafrenière: Yeas, eight; nays, one; abstentions, three.

The Chair: Clause 56 therefore is carried.

Clause 57?

Senator Day: I have an amendment to clause 57. Honourable senators will recall the question I posed to various witnesses. This reads that the minister must “establish on a balance of probabilities.” To whom is the minister establishing on a balance of probabilities? The minister is a judge and prosecutor in this instance. In my respectful submission, this clause has been poorly drafted and should be changed so that the minister is satisfied on a balance of probabilities that the person committed the violation. The minister is not establishing anything. I move:

That Bill C-6 be amended in clause 57, on page 31, by replacing lines 18 to 22 with the following:

“57. The Minister shall not make a determination under subsection 53(1) that a person committed a violation unless the Minister is satisfied, on a balance of probabilities, that the person committed the violation identified in the notice of violation in which the person was named.”.

Le sénateur Day : N’oubliez pas que cela va à l’encontre de la justice fondamentale.

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Oui.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Je m’abstiens.

M. Lafrenière : Sénateur Day.

Le sénateur Day : Non.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Je m’abstiens.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Oui.

M. Lafrenière : Sénateur Fairbairn, C.P.

Le sénateur Fairbairn : Je m’abstiens.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Oui.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Oui.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Oui.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Oui.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Oui.

M. Lafrenière : Pour : 8; contre : 1; abstentions : 3.

Le président : L’article 56 est donc adopté.

Article 57?

Le sénateur Day : J’ai un amendement à l’article 57. Mesdames et messieurs les sénateurs, je vais vous rappeler la question que j’ai posée à divers témoins. Il est écrit, dans cet article, que le ministre doit « établir, selon la prépondérance des probabilités ». Devant qui le ministre doit-il établir la responsabilité selon la prépondérance des probabilités? Dans ce cas, le ministre est juge et procureur. Je soutiens humblement que cet article a été mal rédigé et qu’il devrait plutôt être écrit que le ministre doit être convaincu, selon la prépondérance des probabilités, de la responsabilité du contrevenant. Le ministre n’établit rien du tout. Je propose :

Que le projet de loi C-6 soit modifié à l’article 57, à la page 31, par substitution, aux lignes 12 à 15, de ce qui suit :

« 57. Le ministre détermine la responsabilité du contrevenant aux termes du paragraphe 53(1) que s’il est convaincu, selon la prépondérance des probabilités, que celui-ci a commis la violation. ».

The Chair: Is there anything else on clause 57?

Senator Day: We should hear from our advisers on this because I could be quite wrong.

Mr. Glover: May I have a moment to examine the amendment more closely?

The Chair: Does anyone else want to speak while the experts examine the amendment? We will wait.

Mr. Glover: The view of officials is that while the words are different, they have the exact same meaning.

The Chair: I take the amendment.

Senator Day: That is an endorsement of my proposed change.

The Chair: I would not go that far.

Senator Day: I want to hear it once.

The Chair: We heard the answer.

Senator Ogilvie: I want the vote recorded.

Senator Eggleton: Yes.

Senator Callbeck: Yes.

Senator Cordy: Yes.

Senator Day: Yes.

Senator Dyck: Yes.

Senator Eaton: No.

Senator Fairbairn: Yes.

Senator Keon: No.

Senator Ogilvie: No.

Senator Pépin: Abstain.

Senator Segal: Abstain.

Mr. Lafrenière: Yeas, 6; Nays, 3; Abstentions, 2.

The Chair: The amendment carries. Shall clause 57, as amended carry? Carried.

Clause 58?

Senator Day: Mr. Chair, to give everyone a little relief, I have no other amendments to propose, but we have to go back to the ones at the front.

The Chair: Yes, I recognize that.

Senator Day: Here on out, I am sailing with everyone else.

The Chair: Then we can go pretty quickly here.

Shall clause 59 carry? Carried.

Shall clause 60 carry? Carried.

Shall clause 61 carry? Carried.

Shall clause 62 carry? Carried.

Shall clause 63 carry? Carried.

Le président : Y a-t-il autre chose au sujet de l'article 57?

Le sénateur Day : Nous devrions entendre nos conseillers à ce sujet parce que j'ai peut-être tout à fait tort.

M. Glover : Puis-je avoir un moment pour examiner plus en détail la modification?

Le président : Est-ce que quelqu'un d'autre souhaite parler pendant que les spécialistes examinent la modification? Nous allons attendre.

M. Glover : Du point de vue des conseillers, le libellé est différent, mais le sens est exactement le même.

Le président : Je propose la modification.

Le sénateur Day : Cela signifie que vous appuyez les changements que je propose.

Le président : Je n'irais pas jusque-là.

Le sénateur Day : J'aimerais l'entendre une fois.

Le président : Nous avons entendu la réponse.

Le sénateur Ogilvie : Je veux un vote par appel nominal.

Le sénateur Eggleton : Oui.

Le sénateur Callbeck : Oui.

Le sénateur Cordy : Oui.

Le sénateur Day : Oui.

Le sénateur Dyck : Oui.

Le sénateur Eaton : Non.

Le sénateur Fairbairn : Oui.

Le sénateur Keon : Non.

Le sénateur Ogilvie : Non.

Le sénateur Pépin : Je m'abstiens.

Le sénateur Segal : Je m'abstiens.

M. Lafrenière : Pour : 6; contre : 3; abstentions 2.

Le président : L'amendement est accepté. L'article 57 est-il adopté tel qu'amendé? Adopté.

Article 58?

Le sénateur Day : Monsieur le président, j'aimerais donner un peu de répit à tout le monde. Je n'ai pas d'autres modifications à proposer, mais nous devons revenir aux premiers articles.

Le président : Oui, je le sais.

Le sénateur Day : À partir de maintenant, je suis la même voie que tout le monde.

Le président : Alors nous pouvons aller plutôt rapidement.

L'article 59 est-il adopté? Adopté.

L'article 60 est-il adopté? Adopté.

L'article 61 est-il adopté? Adopté.

L'article 62 est-il adopté? Adopté.

L'article 63 est-il adopté? Adopté.

Shall clause 63.1 carry? Carried.

Shall clause 64 carry? Carried.

Shall clause 65 carry? Carried.

Shall clause 66 carry? Carried.

Shall clause 67 carry? Carried.

Shall clause 68 carry? Carried.

Shall clause 69 carry? Carried.

Shall clause 70 carry? Carried.

Shall clause 71 carry? Carried.

Shall clause 72 carry? Carried.

Shall Schedule 1 carry? Carried. Shall schedule 2 carry? Carried.

We need to go back to clause 2, Senator Eaton's request, if I recall.

Senator Segal: Is it consequential or inconsequential?

The Chair: We postponed clause 2. Was that one of the consequential amendments?

Senator Day: It is clause 2 at page 4.

The Chair: It is clause 8. What is your amendment on clause 8?

Senator Day: Have in mind that there is a change before that, Mr. Chairman, but I will go to page 8.

The Chair: No, it is clause 8, not page 8.

Senator Day: I had an amendment to clause 7, which passed.

The Chair: Yes, you had an amendment to clause 7 that carried and Senator Eaton requested a postponement on clause 8. I believe your amendment to the clause is 8(b).

Senator Day: We talked about it before and said we would hold it. It results from the amendment to clause 34.

Senator McCoy: It is a different one.

Senator Day: It is about the minister doing the recall on dropping clause 34 out of that reference.

Senator McCoy: From the review.

The Chair: Is it one of the clauses that carried?

Senator Day: Yes.

The Chair: Does it relate to clause 34?

Senator Day: Let me jump ahead.

The Chair: It talks about clause 30.

Senator Day: Yes, clause 30.

L'article 63.1 est-il adopté? Adopté.

L'article 64 est-il adopté? Adopté.

L'article 65 est-il adopté? Adopté.

L'article 66 est-il adopté? Adopté.

L'article 67 est-il adopté? Adopté.

L'article 68 est-il adopté? Adopté.

L'article 69 est-il adopté? Adopté.

L'article 70 est-il adopté? Adopté.

L'article 71 est-il adopté? Adopté.

L'article 72 est-il adopté? Adopté.

L'annexe 1 est-elle adoptée? Adoptée. L'annexe 2 est-elle adoptée? Adoptée.

Nous devons revenir à l'article 2, à la demande du sénateur Eaton, si je me souviens bien.

Le sénateur Segal : Est-ce que c'est un amendement corrélatif ou non?

Le président : Nous avons remis à plus tard l'article 2. S'agissait-il d'un amendement corrélatif?

Le sénateur Day : C'est l'article 2, à la page 4.

Le président : C'est l'article 8. Quel est l'amendement que vous proposez à l'article 8?

Le sénateur Day : N'oubliez pas qu'il y a un autre amendement auparavant, monsieur le président. Mais je vais passer à la page 8.

Le président : Non, c'est l'article 8, pas la page 8.

Le sénateur Day : J'ai proposé un amendement à l'article 7, qui a été adopté.

Le président : Oui, vous avez proposé un amendement à l'article 7 qui a été adopté, et le sénateur Eaton a demandé que la discussion à propos de l'article 8 soit remise à plus tard. Je crois que votre amendement concerne l'alinéa 8b).

Le sénateur Day : Nous en avons déjà parlé et nous avons dit que nous laissons la question en suspens. Elle découle de l'amendement apporté à l'article 34.

Le sénateur McCoy : Non, c'est au sujet d'un autre article.

Le sénateur Day : C'est à propos du ministre qui effectue le rappel et de la possibilité de supprimer l'article 34 de cet alinéa.

Le sénateur McCoy : À propos de la révision.

Le président : S'agit-il d'un des articles qui a été adopté?

Le sénateur Day : Oui.

Le président : Est-ce que cela a un lien avec l'article 34?

Le sénateur Day : Laissez-moi m'avancer un peu plus.

Le président : Il est question de l'article 30.

Le sénateur Day : Oui, l'article 30.

The Chair: Clause 30 was amended. Should I take the usual consequential vote nine?

Senator Day: Thank you.

The Chair: Yes, okay. It is recorded as such. Then that is done.

Shall clause 8, as amended, carry? Carried.

Senator Day: There is another one I am trying to tell you about.

The Chair: Clause 2 was suspended as well.

Senator Day: Clause 2, at page 4.

The Chair: That is about “review panel.”

Senator Day: Exactly.

The Chair: That change carried, did it not? It was clause 33. This is a consequential amendment to clause 2. May I take the usual consequential amendment vote of 7 to 5?

Senator Day: Thank you.

The Chair: That amendment is carried.

Shall clause 2, as amended, carry? Carried. We are not holding any others?

Senator Segal: That is the same vote is it?

The Chair: Yes, it is the same vote: 7 to 5.

Shall the preamble carry? Carried.

Shall clause 1, the short title, carry? Carried.

Shall the title carry? Carried.

Shall the bill, as amended, carry? Carried.

Hon. Senators: Agreed.

The Chair: Abstention by Senator Segal. The bill is carried, on division.

Senator Martin: I want a recorded vote, please.

The Chair: Shall the bill, as amended, carry?

Senator Eggleton: Yes.

Senator Callbeck: Yes.

Senator Cordy: Yes.

Senator Day: Abstain.

Senator Dyck: Yes.

Senator Eaton: No.

Senator Fairbairn: Yes.

Senator Keon: Wait a minute. This is a government bill.

The Chair: The bill, as amended.

Senator Keon: It is still a government bill, so I say, yes.

Le président : L'article 30 a été amendé. Est-ce que je devrais utiliser le vote sur l'amendement corrélatif comme à l'habitude — pour : neuf?

Le sénateur Day : Merci.

Le président : Parfait. D'accord. Le vote a été consigné en conséquence. Donc, c'est fait.

L'article 8 est-il adopté tel qu'amendé? Adopté.

Le sénateur Day : Il y en a un autre dont j'essaie de vous parler.

Le président : L'article 2 a aussi été suspendu.

Le sénateur Day : L'article 2, à la page 4.

Le président : C'est à propos du « comité de révision ».

Le sénateur Day : Exactement.

Le président : Cet amendement a été adopté, non? C'était avec l'article 33. C'était un amendement corrélatif de l'article 2. Puis-je reprendre le vote sur l'amendement corrélatif de 7 contre 5?

Le sénateur Day : Merci.

Le président : L'amendement est adopté.

L'article 2 doit-il être adopté tel qu'amendé? Adopté. Est-ce qu'il en reste d'autres?

Le sénateur Segal : On a repris le même vote, n'est-ce pas?

Le président : Oui, le même vote : 7 contre 5.

Le préambule est-il adopté? Adopté.

L'article 1, le titre abrégé, est-il adopté? Adopté.

Le titre est-il adopté? Adopté.

Le projet de loi est-il adopté tel qu'amendé? Adopté.

Des voix : D'accord.

Le président : Le sénateur Segal s'abstient. Le projet de loi est adopté avec dissidence.

Le sénateur Martin : J'aimerais un vote par appel nominal, s'il vous plaît.

Le président : Le projet de loi est-il adopté tel qu'amendé?

Le sénateur Eggleton : Oui.

Le sénateur Callbeck : Oui.

Le sénateur Cordy : Oui.

Le sénateur Day : Je m'abstiens.

Le sénateur Dyck : Oui.

Le sénateur Eaton : Non.

Le sénateur Fairbairn : Oui.

Le sénateur Keon : Attendez un instant. C'est un projet de loi gouvernemental.

Le président : Le projet de loi, tel qu'amendé.

Le sénateur Keon : Cela demeure un projet de loi gouvernemental, donc je dis oui.

Senator Martin: What happens if we defeat it here?

Senator Eaton: Can you explain what “as amended” means? If we do not like the bill and the fact that it has amendments.

The Chair: You have to come to decide whether you think the bill is worth pursuing. Senator Keon has taken the position that it is a government bill and should be forwarded to the Senate. The Senate can deal with the amendments if it so wishes. You have to make that determination.

Senator Eaton: What if we want it to go to the Senate because we do not like the way it has been amended?

The Chair: We have to report back to the Senate on the bill. You have to determine whether the bill, as amended, is worth carrying.

Senator Martin: No.

The Chair: Has it been so amended that you cannot support it?

Senator Eaton: I cannot support it.

Senator Ogilvie: If the committee were to vote down the bill, as amended, then it would be dead; is that correct?

The Chair: It has to be reported to the Senate.

Senator Ogilvie: Would we report back simply that the committee voted against it and would the Senate then consider it?

The Chair: How does a committee kill a bill when it has been given second reading in the Senate? I think we have to report back as a committee one way or the other. We will check in the book. Does anyone want to make representation on it further?

Senator Keon: From where I sit, it is a government bill. It has been amended to the point where it is dysfunctional, but I think the bill should be sent back to the Senate, where it can be dealt with further.

Senator Ogilvie: Mr. Chair, I wish to speak to this matter as well. I agree entirely with Senator Keon, and I will vote in support of the bill as amended.

The Chair: Rule 100 in the *Rules of the Senate of Canada* reads:

When a committee to which a bill has been referred considers that the bill should not be proceeded with further in the Senate, it shall so report to the Senate, stating its reasons. If the motion for the adoption of the report is carried, the bill shall not reappear on the *Order Paper*.

Senator Segal: Do you want to recall the vote?

The Chair: Okay. We could start over again. People were not sure of the rule.

Le sénateur Martin : Que se passe-t-il si on rejette le projet de loi à cette étape?

Le sénateur Eaton : Pouvez-vous expliquer ce que signifie « tel qu'amendé »? Si nous n'aimons pas le projet de loi et le fait qu'il a été amendé...

Le président : Vous devez décider si, à votre avis, le projet de loi mérite d'aller de l'avant. Le sénateur Keon a pris position et a déterminé que, puisqu'il s'agit d'un projet de loi gouvernemental, il faut faire rapport au Sénat. Le Sénat pourra s'occuper des amendements s'il le souhaite. Vous devez prendre une décision à ce sujet.

Le sénateur Eaton : Que doit-on faire si on veut que le projet de loi soit envoyé au Sénat parce que nous ne l'aimons pas dans sa forme amendée?

Le président : Nous devons faire connaître au Sénat notre décision concernant le projet de loi. Vous devez décider si le projet de loi mérite d'être adopté dans sa version amendée.

Le sénateur Martin : Non.

Le président : Est-ce qu'il a été tellement modifié que vous ne pouvez pas l'appuyer?

Le sénateur Eaton : Je ne peux pas l'appuyer.

Le sénateur Ogilvie : Si le comité devait rejeter le projet de loi dans sa version amendée par un vote, il serait mort, n'est-ce pas?

Le président : Il faut faire rapport au Sénat.

Le sénateur Ogilvie : Pouvons-nous simplement faire savoir au Sénat que le comité a voté contre le projet de loi et lui demander de l'examiner?

Le président : Comment un comité peut-il couler un projet de loi qui a fait l'objet d'une seconde lecture au Sénat? Je crois que nous devons faire rapport au nom du comité, d'une façon ou d'une autre. Nous allons vérifier dans le Règlement. Est-ce que quelqu'un souhaite faire d'autres observations à ce sujet?

Le sénateur Keon : À mon avis, il s'agit d'un projet de loi gouvernemental. Il a été tellement amendé qu'il est dysfonctionnel, mais je crois qu'il devrait être renvoyé au Sénat, qui pourra s'en occuper plus avant.

Le sénateur Ogilvie : Monsieur le président, j'aimerais me prononcer aussi à ce sujet. Je suis tout à fait d'accord avec le sénateur Keon, et je veux voter en faveur du projet de loi tel qu'amendé.

Le président : La règle 100 du *Règlement du Sénat du Canada* est libellée ainsi :

Si un comité chargé d'examiner un projet de loi estime qu'il n'y a pas lieu pour le Sénat de l'étudier davantage, il présente à la Chambre un rapport en ce sens, avec raisons à l'appui. Si le Sénat vote la motion portant adoption de ce rapport, le projet de loi n'apparaît plus au *Feuilleton*.

Le sénateur Segal : Voulez-vous reprendre le vote?

Le président : D'accord. Nous pouvons recommencer. Les gens n'étaient pas certains de la règle.

Senator Day: When people are voting, they should be sure of what they are doing. That is why we are here.

Senator Ogilvie: With respect, senator, you were not entirely sure about one of your amendments and we gave you time to consider it.

The Chair: I will rule that we will take the vote over.

Senator McCoy: There is a procedure to withdrawing a vote. It has to be by leave. It is a perfectly valid thing to do. A senator can withdraw a vote, but it has to be with leave.

The Chair: Do you mean with leave here to take a vote again?

Senator McCoy: Yes.

The Chair: Do we have leave to take the vote again?

Hon. Senators: Agreed.

The Chair: Yes, we do. Proceed.

Mr. Lafrenière: The Honourable Senator Eggleton.

Senator Eggleton: Yes; the adoption of the bill as amended.

Mr. Lafrenière: The Honourable Senator Callbeck.

Senator Callbeck: Yes.

Mr. Lafrenière: The Honourable Senator Cordy.

Senator Cordy: Yes.

Mr. Lafrenière: The Honourable Senator Day.

Senator Day: No.

Mr. Lafrenière: The Honourable Senator Dyck.

Senator Dyck: Yes.

Mr. Lafrenière: The Honourable Senator Eaton.

Senator Eaton: Yes.

Mr. Lafrenière: The Honourable Senator Fairbairn.

Senator Fairbairn: Yes.

Mr. Lafrenière: The Honourable Senator Keon.

Senator Keon: Yes.

Mr. Lafrenière: The Honourable Senator Martin.

Senator Martin: Yes.

Mr. Lafrenière: The Honourable Senator Ogilvie.

Senator Ogilvie: Yes.

Mr. Lafrenière: The Honourable Senator Pépin.

Senator Pépin: Yes.

Mr. Lafrenière: The Honourable Senator Segal.

Senator Segal: Abstain.

Mr. Lafrenière: Yeas, 10; nays, 1; abstentions, 1.

Le sénateur Day : Quand les gens votent, ils devraient savoir avec certitude ce qu'ils font. C'est pour ça que nous sommes ici.

Le sénateur Ogilvie : Malgré tout le respect que vous dois, sénateur, vous n'étiez pas tout à fait certain de l'un de vos amendements et nous vous avons donné le temps d'y repenser.

Le président : Je décide que nous allons reprendre le vote.

Le sénateur McCoy : Il y a une procédure pour annuler un vote. Cela doit se faire avec une permission. C'est une procédure tout à fait valide. Un sénateur peut annuler un vote, mais il doit en avoir la permission.

Le président : Voulez-vous dire que je dois obtenir la permission pour reprendre le vote?

Le sénateur McCoy : Oui.

Le président : Avons-nous la permission de reprendre le vote?

Des voix : D'accord.

Le président : Oui, nous l'avons. Allons-y.

M. Lafrenière : Sénateur Eggleton.

Le sénateur Eggleton : Oui; l'adoption du projet de loi tel qu'amendé.

M. Lafrenière : Sénateur Callbeck.

Le sénateur Callbeck : Oui.

M. Lafrenière : Sénateur Cordy.

Le sénateur Cordy : Oui.

M. Lafrenière : Sénateur Day.

Le sénateur Day : Non.

M. Lafrenière : Sénateur Dyck.

Le sénateur Dyck : Oui.

M. Lafrenière : Sénateur Eaton.

Le sénateur Eaton : Oui.

M. Lafrenière : Sénateur Fairbairn.

Le sénateur Fairbairn : Oui.

M. Lafrenière : Sénateur Keon.

Le sénateur Keon : Oui.

M. Lafrenière : Sénateur Martin.

Le sénateur Martin : Oui.

M. Lafrenière : Sénateur Ogilvie.

Le sénateur Ogilvie : Oui.

M. Lafrenière : Sénateur Pépin.

Le sénateur Pépin : Oui.

M. Lafrenière : Sénateur Segal.

Le sénateur Segal : Je m'abstiens.

M. Lafrenière : Pour : 10; Contre : 1; abstention : 1.

Senator Day: I want to explain my “no” vote. I understand the significance of it is that I feel there are certain clauses of this bill that we are sending back that should have been amended but were not. It was for that reason that I voted negative. However, I do want to thank my honourable colleagues for the many improvements that we did make to this bill.

The Chair: Does the committee wish to proceed in camera to discuss observations that could be appended to the report on the bill?

I do not have any requests to deal with observations, and so I would propose that I just report back the bill with the amendments. Is that okay? Are we agreed? We will not go in camera to discuss a report; we will just deal with what we have before us.

Okay, no observations. Is it agreed that I report the bill to the Senate as amended? That is it, period. Is that agreed?

Hon. Senators: Agreed.

The Chair: Carried.

I have a note here. I need to seek approval that the minutes indicate Senator Segal’s abstentions to certain clauses even though there was no recorded vote. Is that agreed?

Hon. Senators: Agreed.

The Chair: Carried.

Senators, I know it will be hard to get your mind around a separate subject, but we have a time slot for meeting tomorrow and I had thought we could ask Senator Grafstein to come in. We have had a referral of his bill to our committee. I do not know of any other time slot where we could accommodate him prior to his retirement.

This is bill on the portrait gallery. The Senate referred it to this committee. Do senators want to hear from Senator Grafstein tomorrow? It would be a short meeting just to hear from him.

Senator Segal: Is the Senate not sitting tomorrow morning?

Senator Eaton: I have something saying we are not meeting tomorrow at 9:00 a.m.

The Chair: Is it agreed we have our meeting tomorrow at 10:45 a.m. to hear from Senator Grafstein?

Senator Ogilvie: We will follow you anywhere, Mr. Chair.

Hon. Senators: Agreed.

Senator Cordy: Our committee normally does not get as much legislation as we have received this fall and we have another bill tomorrow. I would like to say that the committee worked extremely hard and everyone around the table took the responsibility for this bill extremely seriously. Everyone read the

Le sénateur Day : J’aimerais expliquer mon vote contre. Je comprends que cela veut dire que j’ai l’impression qu’il y a certains articles du projet de loi que nous renvoyons au Sénat qui auraient dû être amendés, mais qui ne l’ont pas été. C’est pour cette raison que j’ai voté contre. Je veux toutefois remercier mes honorables collègues parce que nous avons apporté de nombreuses améliorations à ce projet de loi.

Le président : Le comité souhaite-t-il discuter à huis clos des observations qui pourraient être jointes au rapport sur le projet de loi?

Personne n’a d’observations à faire, alors je propose que nous faisons simplement rapport sur le projet de loi au Sénat dans sa version amendée. Est-ce que cela vous convient? Sommes-nous d’accord? Nous ne nous réunirons pas à huis clos pour discuter d’un rapport; nous allons nous occuper de ce que nous avons devant nous.

Parfait, il n’y a pas d’observations. Nous convenons que je vais faire rapport au Sénat sur le projet de loi dans sa version amendée? C’est tout, point final. Vous êtes d’accord?

Des voix : D’accord.

Le président : Adopté.

J’ai une note ici. Je dois obtenir votre approbation pour qu’il soit écrit, dans le procès-verbal, que le sénateur Segal s’est abstenu au sujet de certains articles, même s’il n’y a pas eu un vote par appel nominal. Êtes-vous d’accord?

Des voix : D’accord.

Le président : Adopté.

Mesdames et messieurs les sénateurs, je sais que ce sera difficile pour vous de penser à un autre sujet, mais nous avons une période libre pour une réunion demain, et j’ai pensé que nous pourrions inviter le sénateur Grafstein. Son projet de loi a été présenté à notre comité. Je ne vois pas à quel autre moment nous pourrions l’accueillir avant qu’il ne prenne sa retraite.

Le projet de loi traite du musée du portrait. Le Sénat a renvoyé la question à notre comité. Seriez-vous prêt à entendre le sénateur Grafstein demain? Ce serait une courte réunion, simplement pour entendre ce qu’il a à dire.

Le sénateur Segal : Est-ce que le Sénat ne siège pas demain matin?

Le sénateur Eaton : J’ai quelque chose qui dit que nous ne nous réunissons pas demain à 9 heures.

Le président : Vous êtes d’accord pour que nous tenions une réunion demain, à 10 h 45, pour entendre le sénateur Grafstein?

Le sénateur Ogilvie : Monsieur le président, nous vous suivrons, où que vous alliez.

Des voix : D’accord.

Le sénateur Cordy : Notre comité ne reçoit habituellement pas autant de projets de loi que ce que nous avons reçu cet automne, et nous allons en examiner un autre demain. J’aimerais souligner que le comité a travaillé très fort et que toutes les personnes présentes ont pris très au sérieux leurs responsabilités en ce qui

bill. Whether you agree with what happened or do not agree with what happened, everyone voted for the right reasons. Everyone worked extremely hard. It is a pleasure to be a part of this committee.

The Chair: Agreed. Thank you. On that note, the meeting is adjourned.

(The committee adjourned.)

OTTAWA, Thursday, December 3, 2009

The Standing Senate Committee on Social Affairs, Science and Technology, to which was referred Bill S-201, An Act to amend the Library and Archives of Canada Act (National Portrait Gallery), met this day at 10:46 a.m. to give consideration to the bill.

Senator Art Eggleton (*Chair*) in the chair.

[*English*]

The Chair: Welcome to the Standing Senate Committee on Social Affairs, Science and Technology.

Today, we will deal with Bill S-201, An Act to amend the Library and Archives of Canada Act (National Portrait Gallery). I am pleased to see it is a one-page bill. You cannot do much wrong with a one-page bill, can you?

I also welcome Senator Nolin, who is sitting in for Senator Keon today. Everyone else is a regular member. At the other side of the table is the sponsor of Bill S-201, Senator Grafstein, who is about to retire, after a long and distinguished career that goes back to January of 1984 when he was appointed by former Prime Minister Trudeau to the Senate. Of course, he comes from the same city as me, Toronto. He has always proudly worn the title of a senator from Metro Toronto. Welcome to Senator Grafstein, who will now talk about his bill.

Hon. Jeremiah S. Grafstein, sponsor of the bill: Thank you, Mr. Chair. I was proud and privileged serve you when you were the distinguished mayor of Toronto. Not only did I serve you, I helped you get re-elected a number of times. Toronto misses you, sir. You have come to higher duties, but Toronto misses you. Where are you when we need you?

Having said that, I want to thank all honourable senators for listening to me today. I know that some senators sometimes feel that I am too passionate, sometimes too rude, sometimes too overwhelming. I do not mean to be that way, but I am concerned about some issues. When I get involved in an issue, forgive me for my passion. However, on this one, I have been passionate for some time.

I wish to start by talking about the building itself. You will notice in this bill that it is not just to establish the national portrait gallery — it was originally to establish the national

concerne ce projet de loi. Tout le monde a lu le projet de loi. Que l'on soit d'accord ou pas avec ce qui s'est passé, tout le monde a voté pour ce qu'il estimait être les bonnes raisons. Tout le monde a travaillé très fort. C'est un plaisir de faire partie de ce comité.

Le président : D'accord. Merci. Sur ce, la séance est levée.

(La séance est levée.)

OTTAWA, le jeudi 3 décembre 2009

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie, saisi du projet de loi S-201, Loi modifiant la Loi sur la Bibliothèque et les Archives du Canada (Musée national du portrait), se réunit ce jour à 10 h 46, pour étudier le projet de loi.

Le sénateur Art Eggleton (*président*) occupe le fauteuil.

[*Traduction*]

Le président : Bienvenue au Comité sénatorial permanent des affaires sociales, des sciences et de la technologie.

Nous examinons aujourd'hui le projet de loi S-201, Loi modifiant la Loi sur la Bibliothèque et les Archives du Canada (Musée national du portrait). Je suis heureux de voir que c'est un projet de loi d'une seule page. On ne peut faire beaucoup de mal avec un projet de loi d'une page, n'est-ce pas?

Je salue également le sénateur Nolin, qui remplace aujourd'hui le sénateur Keon. Tous les autres sont des membres réguliers. À l'autre extrémité de la table se trouve le parrain du projet de loi S-201, le sénateur Grafstein, qui va prochainement prendre sa retraite après une longue carrière remarquable, qui remonte à janvier 1984 lorsqu'il a été nommé au Sénat par l'ancien premier ministre Trudeau. Bien sûr, il est originaire de la même ville que moi, Toronto. Il a toujours porté avec fierté le titre de sénateur de l'agglomération de Toronto. Bienvenue au sénateur Grafstein, qui va maintenant nous parler de son projet de loi.

L'honorable Jeremiah S. Grafstein, parrain du projet de loi : Merci, monsieur le président. Je me suis senti privilégié et fier de vous servir lorsque vous étiez l'éminent maire de Toronto. Non seulement vous ai-je servi, j'ai aidé à vous faire réélire à plusieurs reprises. Toronto souffre de votre absence, monsieur. Vous avez assumé de plus hautes fonctions, mais vous manquez à Toronto. Où êtes-vous lorsque nous avons besoin de vous?

Cela dit, je veux remercier tous les honorables sénateurs de m'écouter aujourd'hui. Je sais que certains sénateurs jugent que je suis parfois trop passionné, parfois trop rugueux, parfois trop dominant. Ce n'est pas mon intention d'être ainsi, mais certains sujets me tiennent à cœur. Lorsque je m'engage sur une question, pardonnez ma passion. Mais sur celui qui nous occupe aujourd'hui, je suis enflammé depuis quelque temps.

J'aimerais commencer par parler du bâtiment lui-même. Vous remarquerez que le projet de loi ne vise pas seulement à créer le Musée national du portrait — initialement il prévoyait que

portrait gallery in the National Capital Commission — rather, since day one in this idea, it has been site-specific to 100 Wellington Street, which is the building just to the left of us.

Senator Segal: This bill is not site-specific.

Senator Grafstein: Yes, it is. It says, “100 Wellington Street.” It is very specific. It calls for a national portrait gallery at a specific location. There is a rationale for that.

First, let me explain to you briefly the chronology of that building. It is an important part of Canadian history. That building was constructed in 1931-32. When it was first built, it was applauded internationally as an outstanding piece of architecture. It was built by the American government, and it housed the American embassy, opposite the Parliament buildings. Recognition of the first foreign mission to Canada took place there, in 1931-32. The reason for that is the United States recognized Canada’s independence from Britain in its foreign policy that year. It was the first country to recognize our sovereignty, and, in that sense, it is an iconic and historic building. Across the street is Parliament Hill and the Parliament Buildings, and the most iconic building in Canada, by all accounts, are the Parliament Buildings. They are probably the most recognized buildings in Canada. While this building has not been recognized, it could easily be recognized as the second most important building at no cost to the taxpayers, and I will explain that in a moment.

In 1931-32, it was designed and occupied by the Americans, and then the Americans decided to construct a large building on Sussex Drive in 1995. In 1997, the Wellington Street building was acquired by the federal government through Public Works and Government Services Canada, PWGSC. It was at that time that I first approached Mr. Chrétien to think about establishing a portrait gallery there because, at that time, there was no intention to deal with that building, other than, perhaps, to remove it and expand the space to be an open space across from the Parliament Buildings.

It has gone through many variations, but in 1997, it was acquired by PWGSC, and in 1998, I believe, I approached Mr. Chrétien, and asked my colleague Senator Joyal, who is the outstanding art expert acknowledged by everyone in Parliament, to join me. He probably has done more to grace the Parliament Buildings with donations of art than any other single senator. You can see a number of them; his donations adorn the entrance to the Senate, and he is considered to be one of Canada’s outstanding art experts. Senator Joyal is a great collector and a great friend of the Senate and of mine. I decided to join with him because the project had to be not just from one part of the country but also from Quebec. Therefore, the two of us approached Mr. Chrétien. We convinced him that it would be an interesting project, and it took us, in terms of lobbying, from 1997-98 to 2001, until Mr. Chrétien announced that the national portrait gallery would be established. It took that amount of time

le Musée national du portrait serait établi dans la région de la capitale nationale — mais, depuis le premier jour de cette idée, il devait être logé dans un site précis, au 100 de la rue Wellington, soit le bâtiment juste à gauche de nous.

Le sénateur Segal : Le projet de loi ne parle pas d’un site spécifique.

Le sénateur Grafstein : Si. Il dit : « 100, rue Wellington ». C’est très précis. Il prévoit un Musée national du portrait à cet endroit précis. Il y a une raison à cela.

Premièrement, permettez-moi d’expliquer brièvement la chronologie de ce bâtiment. Il représente un élément important de l’histoire canadienne. Ce bâtiment a été construit en 1931-1932. D’emblée, il a été applaudi à l’échelle internationale pour son architecture hors pair. Il a été construit par le gouvernement américain et il abritait l’ambassade américaine, en face des édifices du Parlement. La reconnaissance de la première mission étrangère au Canada a eu lieu là, en 1931-1932. La raison en est que les États-Unis ont reconnu cette année-là officiellement, dans leur politique étrangère, l’indépendance du Canada par rapport à la Grande-Bretagne. Ils ont été le premier pays à reconnaître notre souveraineté et, en ce sens, c’est un bâtiment symbolique et historique. De l’autre côté de la rue se trouvent la colline parlementaire et les édifices du Parlement et tout le monde s’accorde à dire que les édifices du Parlement sont la construction la plus symbolique du Canada. Ils sont probablement les édifices les plus connus au Canada. Alors que ce bâtiment n’est pas reconnu, il pourrait facilement devenir connu comme le deuxième plus important, sans qu’il en coûte rien aux contribuables, et je vais expliquer cela dans un instant.

En 1931-1932, il a été construit et occupé par les Américains, et puis les États-Unis ont décidé de construire un vaste bâtiment sur la promenade Sussex en 1995. En 1997, l’édifice de la rue Wellington a été acheté par le gouvernement fédéral, par l’intermédiaire de Travaux publics et Services gouvernementaux Canada, TPSGC. C’est à ce moment-là que j’ai pour la première fois soumis à M. Chrétien l’idée de créer un musée du portrait à cet endroit, car à l’époque aucun usage n’était prévu pour lui, sinon peut-être de le démolir pour créer un espace ouvert en face des édifices du Parlement.

Il y a eu de nombreuses variantes, mais en 1997 le bâtiment a été acquis par TPSGC et en 1998, je crois, j’ai approché M. Chrétien et demandé à mon collègue, le sénateur Joyal, que tout le monde au Parlement reconnaît comme notre grand expert en arts, de se joindre à moi. Il a probablement fait don d’un plus grand nombre d’œuvres d’art décorant les édifices du Parlement que tout autre sénateur. Ses donations ornent l’entrée du Sénat et il est considéré comme l’un des plus grands experts en arts du Canada. Le sénateur Joyal est un grand collectionneur et un grand ami du Sénat et à moi. J’ai décidé de faire équipe avec lui car le projet ne devait pas émaner d’une seule partie du pays, mais aussi du Québec. Par conséquent, nous avons de concert contacté M. Chrétien. Nous l’avons convaincu que ce serait un projet intéressant et il nous a fallu maintenir la pression de 1997-1998 à 2001, jusqu’à ce que M. Chrétien annonce la création du Musée national du portrait. Il a fallu tout ce temps à cause de l’énorme

because of the tremendous opposition to it within the government bureaucracy. Everyone was fighting for budgets; and slowly, piece by piece, Senator Joyal and I overcame those objections and convinced not only Mr. Chrétien but also his cabinet that this would be an appropriate thing to do. It was announced in 2001.

Immediately, a staff was established to commence a competition to renovate the building. It was to be a minor renovation to sustain the purity of the architecture. An international competition took place, and, in 2003, Mr. Jones, a British architect, won a worldwide competition, and the plans were done.

The money situation becomes a little muddy because, up until that time, the building was — and still is — empty, and money was spent. My estimate is only anecdotal as we do not have access to government records, but, based on what we have heard and understood, somewhere between \$11 million and \$15 million has already been spent on the building.

Subsequently, in 2004, Mr. Martin's government was in some restraint, and the project slowed down. Then in 2006, the Conservative government took over, and Mr. Harper cancelled the project.

That is not new to Canada. When some prime ministers start legacy projects, you would think that, as in the United States, they would be continued by the successors, but that has not been the case in Canada. I will not bore you with the number of projects started by one prime minister and cancelled by an opposing one. There is nothing new in that. It is called "political egoism," and I am not being critical of it. It is just a fact of life. One prime minister, whether Liberal or Conservative, succeeds another and all of the sudden there must be change, and we move on.

The result was that the Harper government did cancel it, notwithstanding the money that was spent, and, in 2007, started a competition, which was flawed in my view because it was not an open competition. It was limited to a number of cities. The idea was that the project would be a public-private project because of the money problem. Meanwhile, money was still being spent on the project here and on the collection.

Around 2007, we introduced a resolution, as a counterweight to the government policy, to sustain the portrait gallery. Then, in 2008, I introduced a private member's bill, Bill S-233, which is the subject matter of this hearing. In 2008, I think, on very good political judgment, Minister Moore decided to scuttle the competitive process because it was flawed and was not working. Here we are today.

I will tell you how I came to develop this idea. I believe every senator in this room is a lover of art. However, I have spent a particular amount of my personal time visiting art museums, and one of my favourites is the National Portrait Gallery in London. It is a jewel of a gallery, no larger than the one next door at

opposition à ce projet au sein de l'administration gouvernementale. Chacun se battait pour son budget propre mais, peu à peu, le sénateur Joyal et moi-même avons surmonté ces objections et convaincu non seulement M. Chrétien mais aussi son cabinet que ce serait la chose appropriée à faire. Le musée a été annoncé en 2001.

Immédiatement, une équipe a été réunie pour lancer un concours en vue de la rénovation du bâtiment. Il devait s'agir d'une rénovation mineure afin de préserver l'intégrité de l'architecture. Un concours international a eu lieu et, en 2003, M. Jones, un architecte britannique, a remporté le concours mondial et les plans ont été dessinés.

La situation financière devient un peu trouble car jusqu'à ce moment-là, le bâtiment était — et il reste toujours — inoccupé et des fonds étaient dépensés. Mon estimation n'est qu'anecdotique car nous n'avons pas accès aux chiffres officiels mais, d'après ce que j'ai entendu et crois savoir, entre 11 et 15 millions de dollars ont déjà été dépensés pour le bâtiment.

Ultérieurement, en 2004, le gouvernement de M. Martin était en mode d'austérité et le projet a ralenti. Puis, en 2006, le gouvernement conservateur est arrivé au pouvoir et M. Harper a annulé le projet.

Ce n'est pas nouveau au Canada. Lorsque certains premiers ministres lancent des projets patrimoniaux, on pourrait penser que, comme aux États-Unis, leurs successeurs les continueraient, mais cela n'est pas le cas au Canada. Je ne vais pas vous ennuyer avec le nombre de projets lancés par un premier ministre et annulés par le suivant. Il n'y a là rien de nouveau. Cela s'appelle « l'égoïsme politique », et je ne le critique pas. C'est une réalité de la vie. Un premier ministre, qu'il soit libéral ou conservateur, succède à un autre et tout d'un coup il faut tout changer et passer à autre chose.

Le résultat a été que le gouvernement a annulé le projet, en dépit des montants déjà dépensés, et a lancé en 2007 un concours qui, à mon avis, était défectueux car ce n'était pas un concours ouvert. Il était limité à un certain nombre de villes. L'idée était que ce serait un projet public-privé, pour des raisons financières. Dans l'intervalle, on continuait à dépenser pour le projet ici et pour la collection.

Aux alentours de 2007, nous avons introduit une résolution, pour faire contrepoids à la politique gouvernementale, visant à financer le musée du portrait. Puis, en 2008, j'ai introduit un projet de loi d'initiative parlementaire, le projet de loi S-233 sur le même sujet que celui que nous examinons aujourd'hui. En 2008, je crois, faisant preuve de très bon jugement politique, le ministre Moore a décidé de saborder le concours parce qu'il était défectueux et ne donnait rien. Nous voici donc au jour d'aujourd'hui.

Je vais vous dire comment cette idée m'est venue. Je crois que tous les sénateurs ici présents sont des amoureux de l'art. Cependant, j'ai passé personnellement beaucoup de temps à visiter les musées d'art et l'un de mes favoris est la National Portrait Gallery de Londres. Ce musée est un joyau, pas plus

100 Wellington Street, but it is one of the most iconic portrait galleries in the world.

There is not a country in the world that does not have a national portrait gallery in its capital. In Australia, the Australian National Portrait Gallery is in Canberra; in Britain, it is in London; in the United States, it is in Washington; in France, it is in Paris, and so forth. Every country has a national portrait gallery to celebrate its politicians, heroes or history.

Essentially, it is meant to be a visual history of Canada.

I want to talk about the Biblical revelation. You have a moment in life when things are revealed to you. Some people are God-like, and others are human beings, such as me, but we all have moments of revelation. My moment of revelation came on this particular project when I received an invitation to visit the national archives, which had been moved from Ottawa to Gatineau. Honourable senators who have visited the national archives will understand what I mean. I discovered an unbelievable fact: there were thousands and thousands of portraits and paintings that represent an incredible visual history of Canada. Not only are there pictures of Aboriginal chiefs, Aboriginal events, village life in Quebec, Western life, but there is also an unbelievable collection of the faces of history of Canada. It is a visual history of Canada. Coupled with that collection, which has rarely been seen — probably only a small part has been seen by the Canadian public — is an unbelievably deeper collection of photographs, including a collection of Yousuf Karsh's photographs, which have never been seen in totality.

I know that because I met Mr. Karsh. He did that famous portrait of Winston Churchill, which took place in the Speaker's room just off the House of Commons, when Mr. Karsh pulled out his cigar, and it became an iconic picture. For those of you interested in seeing this art, you can see it at the Château Laurier, where Mr. Karsh stayed. Last night I decided to stay in the Yousuf Karsh suite to inspire myself for this hearing. He dedicated all his portraits to the national archives, as have a number of painters. I am sure he did that on the understanding that it would be exhibited to the Canadian public, yet that collection has never been seen in totality. Pieces are now seen at the national library, which is now the new program, but, in my view, it does not do Mr. Karsh justice. It is almost sad when you see that exhibit mounted in that particular fashion.

Let us talk about the cost and some of the objections that I have heard from my colleagues on the other side. The cost of this project was originally scheduled to be \$44 million, and it was to be completed by 2005. Already \$11 million to \$15 million has been spent, the plans are ready to go, the building is ready to go, and it has been vacant since 1997, which is 12 years now.

grand que le bâtiment à côté de nous au 100 de la rue Wellington, mais c'est l'un des musées de portraits les plus renommés au monde.

Il n'existe pas un pays du monde qui n'a pas dans sa capitale un musée des portraits. En Australie, l'Australian National Portrait Gallery se trouve à Canberra; en Grande-Bretagne, il est à Londres; aux États-Unis, il est à Washington; en France, il est à Paris, et ainsi de suite. Chaque pays a un musée national du portrait pour célébrer ses personnages politiques, ses héros ou son histoire.

En substance, il a pour vocation d'être une histoire visuelle du Canada.

Je veux parler de la révélation biblique. Il arrive un moment dans la vie où des choses vous sont révélées. Certains ont une stature divine et d'autres sont des êtres humains ordinaires comme moi, mais nous avons tous des moments de révélation. Mon moment de révélation concernant ce projet particulier est survenu lorsque j'ai reçu une invitation à visiter les Archives nationales, qui venaient d'être déménagées d'Ottawa à Gatineau. Les honorables sénateurs qui ont visité les Archives nationales comprendront ce que je veux dire. J'ai découvert ce fait incroyable : il existe des milliers et des milliers de portraits et de tableaux qui représentent une incroyable histoire visuelle du Canada. Non seulement avons-nous des portraits de chefs autochtones, d'événements autochtones, de la vie villageoise au Québec, de la vie dans l'Ouest, mais nous avons aussi une incroyable collection de visages historiques du Canada. C'est une histoire visuelle du Canada. Jointe à cette collection, qui a été rarement vue — probablement une toute petite partie seulement a été vue du public canadien — il existe une collection incroyablement plus extensive de photographies, dont une collection des photographies de Yousuf Karsh, qui n'a jamais été vue en totalité.

Je le sais car j'ai rencontré M. Karsh. C'est lui qui a réalisé ce fameux portrait de Winston Churchill, pris dans l'antichambre du Président devant la Chambre des communes, lorsque M. Karsh lui a arraché son cigare, et c'est devenu un portrait symbole. Pour ceux d'entre vous qui seriez intéressés à le voir, vous pouvez le voir au Château Laurier, où M. Karsh logeait. J'ai décidé hier soir de séjourner dans la suite de Yousuf Karsh afin de m'inspirer pour cette audience. Il a fait don de tous ses portraits aux Archives nationales, comme un certain nombre de peintres. Je suis sûr qu'il l'a fait en comptant qu'ils seraient exposés pour le public canadien, et pourtant cette collection n'a jamais été vue en totalité. Certaines pièces sont maintenant exposées à la Bibliothèque nationale, dans le cadre du nouveau programme, mais à mon avis cela ne rend pas justice à M. Karsh. C'est presque triste de voir cette exposition montée de cette manière.

Parlons du coût et de certaines des objections que j'ai entendues en provenance de mes collègues d'en face. Le coût de ce projet était initialement chiffré à 44 millions de dollars et il devait être achevé en 2005. De 11 millions à 15 millions de dollars ont déjà été dépensés, les plans sont prêts, le bâtiment est prêt et il est vacant depuis 1997, soit 12 ans maintenant. Les contribuables

Taxpayers maintain that iconic empty building. Time is running out, and no other building is available in Ottawa at this juncture that is as cost-effective and that could house this gallery.

Cost is not a problem. Let us take the latest number that I have heard from the ministry; it would not be \$44 million or \$50 million, but it would be \$100 million. Let us take that as the figure. First, it would actually fit into the stimulus package because it would create instant jobs and tourism in Ottawa, no question about that. Taking the \$100 million as being the figure, if that is what the ministry says that it will cost, this is the cost that deterred the government from going ahead with this. If you estimate, as I have, the number of people that would go through the gallery, somewhere between 875,000 and a million people visit the Parliament Buildings every year. This building is 200 steps from the Parliament Buildings. I have walked it.

With that said, let us assume for the moment that only 75 or 80 per cent attend this building; you would still be making, if you charged \$10 a ticket, \$8 million to \$10 million a year, and that would not include any other sources of revenue that would be available to the portrait gallery if it did that. The cost, to my mind, cannot be an objection.

The second issue that I have heard is that it is in the wrong place; it is too small; it would cause traffic jams; and there is no place for buses to park. Frankly, I do not understand that argument. I decided yesterday, in anticipation of this hearing, to have my one staff member, Mary de Toro, look at this issue. Based on her investigation and her report to me this morning, I found out what happens with tour buses. It is true that they cannot be parked along Wellington Street, but they can be parked on the side of either of the parallel streets, Metcalfe or Bank, which they do. In addition, the City of Ottawa and Parliament officials agree tour buses can be parked all along the roadway from West Block over to East Block. We have that roadway there. From time to time, when we have had tens of thousands of people visit Parliament Hill, buses are allowed to line up along that internal roadway.

It is not fair to argue that parking spaces are not adequate. People visit Parliament Hill, and this allows them to walk across the street without causing additional traffic for this particular building.

Another argument is why Ottawa should have this. We need it in London, Ontario, my home town; we need it in Calgary; we need it in Toronto; we need it in Quebec City. Why should Ottawa be the only place where all this money is spent? Why not spread it across the country? My answer to that is simple: This is a jewel of a museum, a jewel of a gallery and a fantastically iconic building. It will be readily publicized to the entire world at no cost to the public by doing a simple thing, which I have already checked can be done. We ask the anchors at CBC, Global and CTV to do a shot every once in a while with their backs to the national portrait gallery site instead of with their backs to the Parliament Buildings. Within a year, I guarantee it will be the second most

entretiennent ce bâtiment phare vide. Le temps va manquer et aucun autre bâtiment n'est aujourd'hui disponible à Ottawa qui soit aussi rentable et qui puisse abriter ce musée.

Le coût n'est pas un problème. Prenons le dernier chiffre donné par le ministère : il ne serait plus de 44 millions ou 50 millions de dollars, mais de 100 millions de dollars. Admettons ce chiffre. Premièrement, cela s'inscrirait très bien dans les mesures de relance car cela créerait des emplois instantanés et de l'activité touristique à Ottawa, cela ne fait aucun doute. Admettant que 100 millions de dollars soit le bon chiffre, si c'est ce que le ministère dit que cela va coûter, c'est là le coût qui a dissuadé le gouvernement d'aller de l'avant avec le projet. Si vous estimez, comme moi, le nombre de visiteurs susceptibles d'aller voir le musée, les édifices du Parlement voient passer entre 875 000 et un million de visiteurs chaque année. Ce bâtiment est à 200 pas des édifices du Parlement. J'ai arpenté la distance.

Cela dit, supposons pour le moment que seuls 75 ou 80 p. 100 iront voir le musée; vous gagnerez quand même, en faisant payer 10 \$ l'entrée, 8 à 10 millions de dollars par an, et cela n'engloberait aucune des autres sources de revenu dont disposerait le Musée des portraits. Le coût, à mon sens, ne peut être une objection.

La deuxième objection que j'ai entendue est que l'endroit est mal choisi; le bâtiment est trop petit, il y aurait des embouteillages et il n'y a pas de places de stationnement pour les cars. Franchement, je ne comprends pas cet argument. J'ai décidé hier, en prévision de cette audience, de demander à l'un des membres de mon personnel, Mary de Toro, de se pencher sur la question. Sur la base de son enquête et du rapport qu'elle m'a fait ce matin, je sais ce que font les autocars affrétés. Il est vrai qu'ils ne peuvent se garer le long de la rue Wellington, mais ils peuvent se garer dans l'une ou l'autre des rues parallèles, la rue Metcalfe ou la rue Bank, et c'est ce qu'ils font. En outre, la ville d'Ottawa et les fonctionnaires du Parlement conviennent que les cars affrétés peuvent se garer tout le long de la voie qui relie l'édifice de l'Ouest à l'édifice de l'Est. Cette route existe. De temps en temps, lorsque des dizaines de milliers de personnes visitent la colline du Parlement, les cars sont autorisés à se garer en file le long de cette voie interne.

Il est faux de dire que les places de stationnement sont insuffisantes. Les visiteurs affluent sur la colline du Parlement et ils n'ont alors plus qu'à traverser la rue, sans causer d'encombrement additionnel, pour se rendre dans ce bâtiment.

Un autre argument consiste à demander pourquoi Ottawa devrait bénéficier du musée. Nous en avons besoin à London, en Ontario, ma ville natale; nous en avons besoin à Calgary; nous en avons besoin à Toronto; nous en avons besoin à Québec. Pourquoi Ottawa devrait-il être la ville où l'on va dépenser tout cet argent? Pourquoi ne pas le répartir à travers le pays? Ma réponse à cela est simple : ceci est un musée joyau, et un bâtiment phare fantastique. Il sera facile d'en faire la publicité dans le monde entier, sans frais, en faisant une chose simple, et j'ai déjà vérifié qu'elle est possible. Nous demandons aux présentateurs des journaux télévisés de CBC, de Global et CTV de faire des prises de vue de temps en temps avec en arrière fond le Musée national

iconic building in Canada because Canadians will come to know it, see it and watch it happen, at no cost to the Canadian taxpayer. It is almost an offer you cannot refuse.

With that said, there is another argument: How is it fair that only Ottawa, the national capital, should be able to use this treasure trove? There is a cost factor. When the government looked at the question of moving a portion of the treasure trove in Gatineau across the country, it turned out it would cost millions of dollars to do so. In fact, one of the programs estimated to be somewhere between \$3.5 million and \$5 million was cancelled. I do not quarrel with that one way or the other, but, essentially, that has been restored in some fashion under the new program. I am sure you will hear from the minister about that. I have not been able to wrap my mind around those numbers. However, that is a way of dealing with the national portrait gallery program that is now housed in the anteroom, if you will, or the lobby of Library and Archives Canada. I want you all to visit it, see the Karsh exhibit and tell me if you do not agree that it is a sad exhibition.

The central point is that it is not fair to the taxpayers in Quebec City or Toronto that they should pay for yet another building in Ottawa. The answer to that is very simple: Podcasting. I have looked into the cost of that as well. Others have suggested to me that the way to make this a national event, every time the national gallery would launch a new exhibit — which would be once a month, once every six weeks or as they do in Toronto and other galleries across the country — it could all be on podcast; it could be visual or it could be on a direct line by cable. It could not only be seen in Ottawa but also by anyone who would like to take a feed to receive it. I am sure the cable companies would cooperate and allow us to exhibit once a week, twice a week or three times a week an hour of the latest exhibition happening at the national gallery. That way, it would be a virtual and living memorial to Canada's history.

I will end with this, and thank you all for your patience. I brought this, an iconic portrait. It is a portrait that hangs in the national portrait gallery, and I want to read it to you. It is from the Imperial War Cabinet, 1918. It is a picture of Canada's first attempt to rest its independence from the British Empire. If you will recall, Sir Robert Borden decided that in 1917, instead of allowing the British military war cabinet to run Canadian affairs, they would establish an Imperial War Cabinet. Here is a portrait of the first war cabinet. You will see Sir Robert Borden, Winston Churchill and Lord George in the portrait.

You might be wondering where I got this. I got it from the National Portrait Gallery in London, England. I think it cost me a pound. When you come out of the gallery, if you wish to see or keep any portrait, you go to a machine, put in a pound or two and can get any portrait you want — and you can do it either plain or fancy. I framed this, and it hangs in my office as a reminder to me that this is the time when Canada first really attained its sovereign

du portrait au lieu du Parlement. En l'espace d'un an, je vous le garantis, ce sera le deuxième bâtiment le plus réputé du Canada parce que les Canadiens apprendront à le connaître, le verront en suivant l'actualité, et tout cela sans frais pour le contribuable canadien. C'est presque une offre que l'on ne peut refuser.

Cela étant dit, on nous oppose un autre argument : Est-il juste que seul Ottawa, la capitale nationale, puisse jouir de ce trésor? Il y a un facteur coût. Lorsque le gouvernement a envisagé de faire circuler une partie du trésor de Gatineau à travers le pays, il s'est avéré que cela coûterait des millions de dollars. De fait, l'un des programmes, qui coûtait entre 3,5 et 5 millions de dollars, a été annulé. Je ne conteste cela en aucune façon, mais à toutes fins pratiques, cela a été rétabli sous une certaine forme par le nouveau programme. Je suis sûr que le ministre vous en parlera. Je n'ai pas encore bien maîtrisé ces chiffres. Cependant, c'est une façon d'exploiter le programme du Musée national du portrait qui est actuellement logé dans l'antichambre, en quelque sorte, ou le foyer de Bibliothèque et Archives Canada. Je veux que vous alliez tous le voir, voir l'exposition de Karsh et que vous me disiez si vous ne convenez pas que c'est une triste exposition.

L'argument central est qu'il n'est pas juste que les contribuables de Québec, ou de Toronto paient pour encore un autre bâtiment à Ottawa. La réponse à cela est très simple : la baladodiffusion. Je me suis renseigné sur son coût également. D'autres m'avaient dit que la façon d'en faire un événement national, chaque fois que le musée national lancerait une nouvelle exposition — ce qui serait tous les mois, ou toutes les six semaines ou comme on le fait à Toronto et dans d'autres musées du pays — tout pourrait être diffusé pour baladeur; ce pourrait être visuel ou bien sur une ligne directe par câble. L'événement ne serait alors pas vu seulement à Ottawa mais par quiconque veut recevoir le signal. Je suis sûr que les câblodistributeurs collaboreraient et nous permettraient de retransmettre une fois par semaine, deux fois par semaine ou trois fois par semaine pendant une heure la dernière exposition présentée au musée. Ainsi, ce serait un mémorial virtuel et vivant de l'histoire canadienne.

Je terminerai là-dessus en vous remerciant tous de votre patience. J'ai apporté ceci, un portrait iconique. C'est un portrait accroché au Musée national du portrait et je vais vous lire la légende. Il montre le Cabinet de guerre impérial de 1918. C'est une image de la première tentative canadienne d'arracher son indépendance à l'empire britannique. Si vous vous en souvenez, Sir Robert Borden a décidé en 1917 qu'au lieu de laisser le cabinet des militaires britanniques gérer les affaires canadiennes, il allait créer un Cabinet de guerre impérial. Voici un portrait du premier Cabinet de guerre. Vous y voyez Sir Robert Borden, Winston Churchill et Lord George.

Vous vous demandez peut-être où je me suis procuré cela. Je l'ai eu à la National Portrait Gallery à Londres, en Angleterre. Cela m'a coûté un livre. Lorsque vous sortez de la galerie, si vous voulez voir ou garder un portrait quelconque, vous allez à une machine, vous y déposez un livre ou deux et vous pouvez obtenir tout portrait que vous voulez — et vous pouvez l'avoir soit tout simple soit avec des fioritures. Je l'ai encadré et il est accroché

independence from the British Empire. It is a monumental portrait, and it hangs in the National Portrait Gallery in London, England.

We have dozens of these similar portraits of our war efforts, our political contributions and our artistic contributions. I have spoke to dozens of artists in this country. I have a picture of a group of artists gathered in my office some time ago when we were trying to put together a lobby. I could never understand why the cultural community did not support this. When television producers want something, they are here in abundance. When big oil companies want something, they are here in abundance. When banks want something, they are here in abundance. They have huge lobbying.

However, visual artists of this country who work for a living cannot afford a lobby, so they came to my office. Two or three of them who work from project to project thought this was a great idea. They want to give their collections to the archives, but they want them to be seen. Therefore, why would they want their life's work to be given to Library and Archives Canada where it will never be seen? They wanted to help me with this, so dozens of visual artists have written to me and told me this is a great project. They say that they live in Prince Edward Island, British Columbia, Quebec, for example, but they want their collection, their life's work, that they cannot sell to the national archives, ultimately, to be seen in the national portrait gallery.

One woman told me that she had never sold a painting. I asked her why she continues to paint. She said she continues to paint because she believes, similar to Van Gogh, that one day someone will see one of her pieces and she will become immortal. As you will recall, Van Gogh never sold a painting during his lifetime. Today his paintings are worth millions of dollars.

This will be a visual history of Canada. I hope I have addressed all the issues. If there are others, I await your questions. Thank you for your patience.

The Chair: I think you have already answered my questions. You have given very extensive and compelling arguments.

You talked about podcasting and the means of having people in other parts of the country share the treasures in the national portrait gallery and others in the capital, such as the Canadian Museum of Civilization, the Canadian War Museum and the National Gallery of Canada.

I do not doubt your expertise when it comes to the use of media for the means of sharing this across the country. I remember well The Rolling Stones concert in Toronto, the biggest concert in the history of Canada — maybe the world.

dans mon bureau pour me rappeler ce moment où le Canada a pour la première fois réellement atteint l'indépendance souveraine par rapport à l'empire britannique. C'est un portrait monumental et il est accroché à la National Portrait Gallery à Londres, en Angleterre.

Nous avons des douzaines de portraits similaires dépeignant nos efforts de guerre, nos contributions politiques et nos contributions artistiques. J'ai parlé à des douzaines d'artistes de ce pays. J'ai une photo d'un groupe d'artistes que j'ai réunis dans mon bureau il y a quelque temps pour tenter de monter un groupe de pression. Je ne pouvais pas comprendre pourquoi la communauté culturelle n'appuyait pas cela. Lorsque les producteurs de télévision veulent quelque chose, ils viennent en masse. Lorsque les grosses compagnies pétrolières veulent quelque chose, elles affluent ici. Lorsque les banques veulent quelque chose, on les voit ici partout. Tous ont des groupes de pression énormes.

Cependant, les artistes des arts visuels qui doivent gagner leur vie n'ont pas les moyens de payer des lobbyistes, et ils sont donc venus me voir dans mon bureau. Deux ou trois d'entre eux qui travaillent de projet en projet ont trouvé que c'était une excellente idée. Ils veulent faire don de leur collection aux Archives, mais ils tiennent à ce qu'elle soit vue. Par conséquent, pourquoi donneraient-ils l'œuvre de leur vie à Bibliothèque et Archives Canada où elle ne sera jamais vue? Ils voulaient m'aider avec cela, et donc des douzaines d'artistes m'ont écrit pour me dire que c'est un grand projet. Ils disent qu'ils vivent dans l'Île-du-Prince-Édouard, en Colombie-Britannique, au Québec, par exemple, mais ils veulent que leur collection, le labeur de leur vie, qu'ils ne peuvent vendre aux Archives nationales, soit vue au Musée national du portrait.

Une femme m'a dit qu'elle n'a jamais vendu une seule peinture. Je lui ai demandé pourquoi elle continue de peindre. Elle dit qu'elle continue à peindre parce qu'elle croit, comme Van Gogh, qu'un jour quelqu'un verra une de ses œuvres et qu'elle deviendra immortelle. Vous vous souviendrez que Van Gogh n'a jamais vendu une seule toile de sa vie. Aujourd'hui, ses peintures valent des millions de dollars.

Ce sera une histoire visuelle du Canada. J'espère avoir couvert tous les aspects. S'il y en a d'autres, j'attends vos questions. Merci de votre patience.

Le président : Je pense que vous avez déjà répondu à mes questions. Vous nous avez donné des arguments très complets et convaincants.

Vous avez parlé de baladodiffusion et des moyens qu'ont les habitants des autres régions du pays de jouir des trésors du Musée national du portrait et d'autres musées de la capitale, tels que le Musée canadien des civilisations, le Musée canadien de la guerre et le Musée des beaux-arts du Canada.

Je ne doute pas de vos connaissances expertes concernant l'utilisation des médias comme moyen de diffusion à travers le pays. Je me souviens très bien du concert des Rolling Stones à Toronto, le plus grand concert de l'histoire du Canada — peut-être du monde.

Senator Grafstein: It was the largest ticketed band concert in world history.

The Chair: Do not underestimate any of Senator Grafstein's advice with respect to how to communicate things. That was a terrific event that he and Dennis Mills put together as part of the recovery from SARS.

You said that that would get around the question of cost. Do we not now have any of the exhibits from these other institutions that I mentioned going across the country? Could we not combine something from the national portrait gallery with the Canadian Museum of Civilization, Canadian War Museum, et cetera?

Senator Grafstein: We could do that as well. If we look at what is happening in the Art Gallery of Ontario, AGO, or the Royal Ontario Museum, ROM, in Toronto, an exhibit comes from New York to Toronto and moves on. The Dead Sea scrolls were there; the Egyptian pharaohs and Van Gogh exhibits have gone through. Exhibits are mounted and travel across the country. I see no reason why an exhibit that is first introduced in Ottawa, if it has achieved some success, cannot be transferred across the country.

That is costly however, in this day and age, because of insurance, transportation, fragility and so on. The government had to cut back on that, and I do not know where that stands. You can ask the minister about that.

The modern age allows us to have high definition and almost 3D now. The newest movie is called *Avatar*; it is high definition and 3D as well. It is living. You must go and see it; it is unbelievable.

I have a very simple proposition: We ask cable companies and broadcasters to contribute things for the public good. I am positive that CPAC and others would put these on as a question of course for an hour and repeat them endlessly and they can be seen across the country. If they want to do it gavel to gavel, they could take a feed from the gallery. The gallery could be wired with simple cameras to do that. We have cameras here. It is simple to wire it and cost-effective.

I have one story out of the SARS concert. The whole purpose of the SARS concert was not to address it to Canada but to say to the world that Toronto was a safe and sound place to go to. We did not have a budget. That is why we got The Rolling Stones here because we thought their reputation would travel around the world, and it did.

During that period of time I also produced. While it was happening, I was producing in the back room for a budget of about \$20,000, most of which we volunteered to pay. We put the part of that show that we could on the Internet. I had a bunch of kids helping to do it from the back room. We got 15 seconds of music every quarter hour. It started at noon, and by the end of the day, we had 68 million hits around the world.

The media is a powerful and cost-effective way to promote Canada and our history, not only to the world but to ourselves. The problem with Canada is that we do not know our own

Le sénateur Grafstein : C'était le plus grand concert d'un groupe à entrée payante de l'histoire du monde.

Le président : Ne sous-estimez pas les conseils du sénateur Grafstein quant à la façon de communiquer les choses. C'était là un événement spectaculaire que lui et Dennis Mills ont organisé pour relancer le tourisme après le SRAS.

Vous avez dit que cela réglerait le problème du coût. N'avons-nous pas déjà des expositions itinérantes de ces autres musées que j'ai mentionnés? Ne pourrions-nous combiner des œuvres venant du Musée national du portrait avec des pièces du Musée canadien des civilisations, du Musée canadien de la guerre, et cetera?

Le sénateur Grafstein : Nous pourrions faire cela aussi. Si l'on regarde ce qui se fait au Musée des beaux-arts de l'Ontario, ou au Musée royal de l'Ontario, à Toronto, on y voit une exposition qui vient de New York à Toronto et s'en va ailleurs. Les manuscrits de la mer Morte y ont été exposés; les pharaons égyptiens et les toiles de Van Gogh sont passés là. Des expositions sont montées et se déplacent à travers le pays. Je ne vois pas pourquoi une exposition montée d'abord à Ottawa, si elle a eu du succès, ne pourrait pas devenir itinérante à travers le pays.

Mais cela coûte cher, de nos jours, à cause de l'assurance, du transport, de la fragilité, et cetera. Le gouvernement a dû effectuer des coupures et je ne sais pas où en sont les choses. Vous pourrez poser la question au ministre.

L'ère moderne nous donne la haute définition et maintenant presque le tridimensionnel. Le film le plus récent s'appelle *Avatar*; il est en haute définition et en 3D. C'est vivant. Vous devez aller le voir, c'est incroyable.

J'ai une proposition très simple : Nous demandons aux câblodistributeurs et aux radiodiffuseurs de contribuer des choses dans l'intérêt public. Je suis sûr que CPAC et d'autres transmettraient cela sans difficulté pendant une heure et répéteraient la retransmission en boucle et cela pourrait être vu à travers le pays. S'ils veulent la retransmission intégrale, ils pourraient recevoir le signal directement du musée. Le musée pourrait être équipé de caméras simples pour cela. Nous avons des caméras ici. C'est facile à faire et peu coûteux.

J'ai une anecdote concernant le concert du SRAS. Tout le but de ce concert n'était pas de s'adresser spécialement au Canada mais de dire au monde que Toronto était un lieu sûr et sans danger. Nous n'avions pas de budget. C'est pourquoi nous avons fait venir les Rolling Stones parce que nous nous disions que leur réputation ferait le tour du monde, et cela a été le cas.

Pendant cette période, j'ai également produit. Pendant le concert, je produisais dans les coulisses avec un budget d'environ 20 000 \$, la plupart venant de ma poche. Nous avons diffusé sur l'Internet une aussi grande partie du concert que nous pouvions. J'avais une bande de gamins qui m'aidaient en coulisse. Nous avions 15 secondes de musique tous les quarts d'heure. Cela a commencé à midi, et à la fin de la journée, nous avons déjà eu 68 millions de visites en provenance du monde entier.

Les médias sont un moyen puissant et peu coûteux de promouvoir le Canada et son histoire, non seulement dans le monde mais chez nous. Le problème avec le Canada c'est que

history. We do not know about the history on the Hill. Many of us come to Parliament, and we continually learn about our own history. For us not to look the visual history of Canada in the face, to my mind, is sad. It is there for us.

Yes, we can do it; yes, it is cost-effective; yes, we can deal with the money question; yes, we can deal with the parking question; and, yes, we can deal with the history question. It is an offer you cannot refuse.

The Chair: Before I go to colleagues questions, at the end, we should talk about further processing of this. We did invite the minister to come today. He was unable to come. That is understandable because this was a last-minute situation to accommodate Senator Grafstein before he retires. We should discuss where we go with this, but we will do that later.

Next is Senator Segal from Kingston, Ontario, although, at one time, he did live in Toronto.

Senator Nolin: He is from Montreal.

The Chair: He has lived there too.

Senator Segal: Just a roving refugee, Mr. Chair.

I should point out, with respect to our distinguished guest and witness' early comments, the chair of this committee is the only Liberal for whom I have ever cast a ballot — in my entire 59 years of life — for mayor.

Senator Grafstein: It is never too late.

Senator Segal: It is never too late. It was not only because of his sterling qualities and your co-chairmanship of his campaign, but also because it was time to defeat the opponent in everyone's public interest.

I want to go back to a Liberal success story, which was a joint success story involving former Premier Davis and others. The year was 1977. It was the year just after the election of the Parti Québécois. Prime Minister Trudeau asked a question in cabinet as to whether there were any special plans for Canada Day that year, in view of the new pressures in the marketplace. The Secretary of State of the day — who I shall not name — did not have special plans. The Prime Minister was not happy with that. He appointed a deputy minister by the name of Bernard Ostry to take on a special task and Hugh Faulkner, from Peterborough, an Alcan graduate with some Queen's University connections, was made the officiating minister for that purpose.

That produced the Discovery Train. The Discovery Train was the old U.S. bicentennial train, so it has that similar historic reference to U.S. presence. It was the train used in 1976 for their bicentennial. Premier Davis of Ontario purchased the train, the capital cost of the train, with Ontario money and gave it to the federal government for \$1. This became a non-partisan activity. A series of governments and corporations then engaged the Royal Bank of Canada, John Labatt and others to produce the

nous ne connaissons pas notre histoire. Nous ne connaissons pas l'histoire de la Colline. Nombre d'entre nous arrivons au Parlement et nous ne cessons jamais d'en apprendre sur notre propre histoire. À mes yeux, il est triste de ne pas regarder en face l'histoire visuelle du Canada. Elle est là pour nous.

Oui, nous pouvons le faire; oui, c'est peu coûteux; oui, nous pouvons régler la question d'argent; oui, nous pouvons régler le problème du stationnement; et oui, nous pouvons régler la question de l'histoire. C'est une offre que vous ne pouvez refuser.

Le président : Avant de donner la parole aux collègues pour leurs questions, nous devrions parler à la fin de la séance de la suite de notre étude. Nous avons invité le ministre à venir aujourd'hui. Il n'était pas disponible. C'est compréhensible car ceci est une situation de dernière minute, pour faire cette étude avant le départ à la retraite du sénateur Grafstein. Il nous faudra parler de la suite des événements, mais nous ferons cela plus tard.

La parole est au sénateur Segal de Kingston, Ontario, bien que jadis il ait vécu à Toronto.

Le sénateur Nolin : Il est de Montréal.

Le président : Il a vécu là aussi.

Le sénateur Segal : Je ne suis qu'un réfugié vagabond, monsieur le président.

Je fais remarquer, suite aux propos antérieurs de notre éminent invité et témoin, que le président de ce comité est le seul libéral pour lequel j'ai jamais voté — au cours de mes 59 années de vie — comme candidat à la mairie.

Le sénateur Grafstein : Il n'est jamais trop tard.

Le sénateur Segal : Il n'est jamais trop tard. Ce n'était pas seulement à cause de ses grandes qualités et de votre coprésidence de sa campagne, mais aussi parce qu'il était temps de battre son adversaire, dans l'intérêt de tout le monde.

Je veux rappeler une histoire à succès libérale, qui était une entreprise conjointe avec le premier ministre Davis et d'autres. L'année était 1977. C'était l'année juste après l'élection du Parti québécois. Le premier ministre Trudeau a demandé au Cabinet s'il y avait des plans spéciaux pour la fête du Canada cette année-là, étant donné les nouvelles pressions sur le marché. Le Secrétaire d'État à l'époque — que je ne nommerai pas — n'avait rien prévu de spécial. Cela a déplu au premier ministre. Il a chargé d'une mission spéciale un sous-ministre du nom de Bernard Ostry, et Hugh Faulkner, de Peterborough, un ancien d'Alcan ayant quelques relations à l'Université Queen's, a été nommé ministre responsable.

Cela a donné naissance au Train de la découverte. Le Train de la découverte était l'ancien train du bicentenaire américain, et il y avait donc là une référence historique à la présence américaine. C'était le train utilisé en 1976 pour le bicentenaire des États-Unis. Le premier ministre Davis de l'Ontario a acheté le train, a payé le prix du train avec l'argent de l'Ontario et l'a cédé au gouvernement fédéral pour 1 \$. C'est devenu une activité non partisane. Une série de gouvernements et de sociétés ont incité

Discovery Train, which filled car after car with as much of Canadian history as one could and took it right across the country.

I remember when it pulled into the old train station in Kingston, what an exciting event that was. By the way, the largest crowds were in Quebec. I look at that example of people working together, managing costs, taking it — whether it would be our national portrait gallery or portions thereof — right across Canada. Then I ask myself if that is not worth considering against the very compelling proposition of a stunning national portrait gallery right across from Parliament Hill, assuming that in difficult times of financial constraint and recession, governments must make choices whatever their political affiliation. This is not just because Kingston was Canada's first capital and that we have never forgiven Queen Victoria for the change, although there is an element of that.

Senator Grafstein: We, in Toronto, feel the same way.

Senator Segal: I understand. You, too, would be justified.

Senator Nolin: What about us in Montreal?

Senator Segal: Montreal, that is right. Can you imagine if we lost the capital to Montreal because the legislators thought the restaurants and nightlife were better in Montreal?

However, my point is this: I think that just as there was a political museum proposed by Mr. Chrétien which Prime Minister Martin in his wisdom thought was unsustainable —

Senator Grafstein: It was not a political museum. It was never a political museum.

Senator Segal: No, I am not suggesting the two were the same. There was a proposal for the old conference centre to be a history museum about Canada's politics, proposed by Prime Minister Chrétien, and Prime Minister Martin said no for whatever reason. These changes take place. Our witness is very precise about how that does on occasion happen.

Do you not, at some level, worry about concentrating another asset in a museum when we are probably one of the most "museumed" cities in the country — which is appropriate for a national capital — when there are other parts of the country that have as much right of access? That is not just the access, if I may say so, via podcast or on the web, which is important and valid, but to actually be in the room to actually have the experience of seeing the portraits you make reference to hanging together in a room that reflects history.

While I am not opposed to the idea, I need to be convinced why the national capital needs that asset when many parts of country do not have any of the heritage-related assets that really bring our history alive. You can think of Pier 21, in Halifax, Nova Scotia and a whole bunch of wonderful things out there, but it is

ensuite la Banque royale du Canada, John Labatt et d'autres à produire le Train de la découverte, dont on a rempli wagon après wagon d'autant d'objets de l'histoire canadienne que possible et on lui a fait sillonner le pays.

Je me souviens quel événement retentissant cela a été lorsqu'il est entré en gare de Kingston, dans l'ancienne gare. D'ailleurs, les foules les plus nombreuses étaient au Québec. Je songe à cet exemple, où des gens ont collaboré, géré les coûts et fait traverser à ce train tout le Canada. Il pourrait s'agir de la totalité ou d'une partie de notre Musée national du portrait. Je me demande si cela ne vaudrait pas la peine d'être envisagé, au lieu de ce projet très intéressant d'un merveilleux Musée national du portrait juste en face de la colline du Parlement, sachant qu'en période d'austérité financière et de récession, les gouvernements sont obligés de faire des choix, quelle que soit leur couleur politique. Ce n'est pas seulement parce que Kingston était la première capitale du Canada et que nous n'avons jamais pardonné à la Reine Victoria d'en avoir changé, même s'il y a un peu de cela.

Le sénateur Grafstein : Nous, à Toronto, ressentons la même chose.

Le sénateur Segal : Je comprends. Vous aussi auriez des raisons.

Le sénateur Nolin : Et nous à Montréal?

Le sénateur Segal : Montréal, c'est juste. Pouvez-vous imaginer que nous perdions la capitale au profit de Montréal parce que les législateurs trouvaient que les restaurants et la vie nocturne sont meilleurs à Montréal?

Cependant, je veux en venir à ceci : Je pense que tout comme M. Chrétien a proposé un musée politique que le premier ministre Martin, dans sa sagesse, a jugé d'un coût exorbitant...

Le sénateur Grafstein : Ce n'était pas un musée politique. Cela n'a jamais été un musée politique.

Le sénateur Segal : Non, je ne dis pas que les deux étaient la même chose. Il y avait le projet de transformer le vieux Centre des conférences en musée historique sur la vie politique canadienne, proposé par le premier ministre Chrétien, et le premier ministre Martin a dit non pour je ne sais quelle raison. Ce genre de chose arrive. Notre témoin a très bien rappelé que cela arrive à l'occasion.

Est-ce que, à un certain niveau, cela ne vous gêne pas de concentrer un autre élément du patrimoine dans un musée, alors que nous sommes probablement la ville du pays la plus riche en musées — ce qui est approprié pour une capitale nationale — alors que d'autres régions du pays ont tout autant le droit d'accès? Et je ne parle pas seulement de l'accès par baladodiffusion ou sur l'Internet, qui est important et utile, mais de la présence physique dans la salle pour voir de ses propres yeux les portraits que vous voulez accrocher ensemble dans une salle reflétant l'histoire.

Sans être opposé à l'idée, il faut me convaincre de la raison pour laquelle la capitale nationale a besoin de cet établissement alors que de nombreuses régions du pays ne possèdent aucun équipement de type patrimonial qui donne réellement vie à notre histoire. Vous pouvez songer au Quai 21, à Halifax, en Nouvelle-

not enough. You can say many things about Ottawa with its galleries and museums, but the two words that do not come to mind are “not enough,” and I would ask you to reflect on that.

Senator Grafstein: I do remember well the Discovery Train. It was a fabulous idea; it worked sensationally well and helped unite the country in a strange, interesting and compelling way. People did line up, as they did in Toronto, Kingston, London, Ontario, right across the country to visit it. It was an extraordinary event of nation building and a wonderful exhibit as well. It is too bad that we did not continue it.

As a matter of fact, I stole that idea. I proposed to the Liberal Party that once a year, in the fall session, we should put Parliament on a train and take it across the country so that the far reaches of the country could watch us at work. My colleagues scoffed at me and said that they really did not want the public to know how the sausage factory was working.

Senator Segal: Are you making a motion to put the Liberal Party on a train and send them across the country? That is a whole other constructive idea.

Senator Grafstein: It was Parliament, including the Senate, which I thought was a great idea; but the idea came from that.

Let me respond to you more directly. First, with respect to visuals, it is important to understand what is happening in the visual world. If you look at the new techniques of the movie *Avatar* as an example, it is almost virtual reality. In the new *Avatar* situations, you can develop, if you want, a mate, male or female, create that mate and then build a house and go to school and build an environment on the web.

Senator Segal: Does this not violate sections of the Old Testament? I am sure it does.

Senator Grafstein: I am just trying to respond to your question. If you want to have a biblical debate, we will get into it. We will start with Genesis I; I am pretty good at that.

Having said that, a magic is happening in the media now, and you can see it frequently in the new techniques that they are developing. I was involved in the virtual Tour of the Universe at the foot of the CN Tower. It was a great idea, but, again, the country and the technology had not caught up to it. However, the new technology and the new visual technology are extraordinary. I do not have in mind for people just to see a flat screen and so on; the new visual reality is unbelievable, and this can be very cost-effectively captured by it.

However, there is nothing wrong with doing everything that I say and that you say. We do not get enough in this country. There is no reason why we cannot do both. If an exhibit is successful, put it on a train and take it across the country once a year. Perhaps that is how we should celebrate Canada Day.

Écosse et à toute une série de choses merveilleuses qui existent ici ou là, mais cela ne suffit pas. On peut dire beaucoup de choses sur Ottawa et ses musées, mais le mot qui ne vient pas à l'esprit, c'est « insuffisant », et je vous invite à y réfléchir.

Le sénateur Grafstein : Je me souviens très bien du Train de la découverte. C'était une idée fabuleuse et cela a marché de façon sensationnelle et a aidé à unifier le pays de manière étrange, intéressante et convaincante. Les gens faisaient la queue, comme ils l'ont fait à Toronto, à Kingston, à London en Ontario, d'un bout à l'autre du pays pour le visiter. C'était un acte extraordinaire de construction nationale et aussi une merveilleuse exposition. Il est dommage que nous n'ayons pas continué.

De fait, j'ai volé cette idée. J'ai proposé au Parti libéral de mettre le Parlement dans un train, une fois par an, à l'automne, et de lui faire traverser le pays afin que les lointains confins du pays puissent nous regarder travailler. Mes collègues se sont moqués de moi et ont dit qu'ils ne tenaient pas réellement à ce que le public sache ce qui se passe à l'intérieur de l'usine à saucisse.

Le sénateur Segal : Déposez-vous une motion visant à mettre le Parti libéral dans un train et à l'envoyer à l'autre bout du pays? C'est une idée très constructive.

Le sénateur Grafstein : C'était le Parlement, Sénat compris, et je trouvais que c'était une excellente idée; mais mon idée est venue de là.

Permettez-moi de vous répondre plus directement. Premièrement, pour ce qui est de la représentation visuelle, il faut bien comprendre ce qui se passe dans le monde visuel. Si vous regardez les nouvelles techniques employées dans le film *Avatar*, par exemple, c'est presque de la réalité virtuelle. Dans les nouvelles situations *Avatar*, vous pouvez fabriquer si vous le voulez, une compagne ou un compagnon, créer ce partenaire et ensuite construire une maison et aller à l'école et construire un environnement virtuel sur le Web.

Le sénateur Segal : Est-ce que ce n'est pas contraire à des parties de l'Ancien Testament? Je suis sûr que oui.

Le sénateur Grafstein : J'essaie juste de répondre à votre question. Si vous voulez ouvrir un débat biblique, allons-y. Nous commencerons avec la Genèse I; je suis assez bon là-dedans.

Cela dit, il se passe quelque chose de magique avec les médias aujourd'hui et vous pouvez le voir fréquemment avec les nouvelles techniques qui sont mises au point. J'ai participé au tour de l'univers virtuel au pied de la Tour du CN. C'était une excellente idée, mais là encore le pays et la technologie n'étaient pas prêts. Cependant, la nouvelle technologie visuelle est extraordinaire. Je n'envisage pas de seulement asseoir les gens devant un écran plat, et cetera; la nouvelle réalité visuelle est incroyable et elle pourra capter cela à un coût très raisonnable.

Cependant, il n'y a rien de mal à faire tout ce que je dis et tout ce que vous dites. Nous ne voyons pas assez de choses dans ce pays. Il n'y a aucune raison de ne pas faire les deux. Si une exposition marche bien, qu'on la mette dans un train et qu'on lui fasse traverser le pays une fois par an. C'est peut-être ainsi que nous devrions célébrer la Fête du Canada.

My point is that no matter what you do, there are tens of thousands of portraits. I have seen about 1,000 of them; they are extraordinary, and no one will ever see them. They will never be seen on a train or whatever. To my mind, it is a case of the more the merrier.

We have to ask ourselves as senators and parliamentarians how to do this cost-effectively. I accept the financial restraints. When we did the Stones concert, we used very little federal government money, but it produced unbelievable money for the city of Toronto, and the same with other projects. I understand that.

I believe the more the merrier. The Discovery Train would be great. It is not inconsistent. The two ideas are not mutually exclusive. Frankly, we do not do enough about Canadian history here. I urge you to go to the natural history museum and the war museum. They are great museums, but very few people go to them.

There is a reason for the war museum wanting to add a Holocaust wing, which was opposed here and I hope will not be a forgotten issue because I intend to continue that on when I leave the Senate. However, the reason the museum did not add that is because people suggested that if we do it for the Holocaust, we should do it for the Ukrainians and for the French Canadians and so on. By the way, the reason the board at that time wanted to do that is because the Holocaust museum in Washington is seen by more than all the other museums put together.

The whole idea is about how we attract the young people who come to Parliament and love the Parliament Buildings to walk across the street to give them a visual history of Canada. How do we do that cost-effectively? My point to you is that we are not talking about large dollars here and the more ideas the merrier.

Senator Segal: As I recall, Minister Moore set the project aside because the various bids that came in from across the country were not sufficiently economic; I believe that was his view. Would you be comfortable, as a promoter of this proposition in this bill, with a strategy that involved corporate sponsorship, a sponsorship by not-for-profits, assuming that a clear gap exists between corporate sponsorship and the curatorial decisions about what does or does not get displayed so as to have the integrity of the place maintained? Would you be open to that or would you be opposed to that?

Senator Grafstein: I am open to it, but I will take it one step further. I raised the question of revenue streams here. The proposed national portrait gallery could develop a number of revenue streams. One is, of course, entrance fee; and, again, if they charge \$10 per ticket, which is not exorbitant, and assuming they attract 800,000 to 1 million people annually, it would be \$100 million over 10 years. You would amortize the cost of even the most extravagant numbers. That is not the problem. The real question is the operating costs in between.

Mon argument est que, quoi que vous fassiez, il y a des dizaines de milliers de portraits. J'en ai vu peut-être un millier; ils sont extraordinaires et personne ne les verra jamais. Personne ne les verra jamais dans un train ni ailleurs. Pour moi, c'est l'équivalent de « plus il y a de fous et plus on rit ».

Nous devons nous demander, comme sénateurs et parlementaires, comment faire cela à prix raisonnable. J'accepte les contraintes financières. Lorsque nous avons organisé le concert des Stones nous avons utilisé très peu d'argent fédéral, mais cela a produit des sommes incroyables pour la ville de Toronto, et la même chose vaut pour d'autres projets. Je comprends cela.

Je crois que plus il y a de fous et plus on rit. Le Train de la découverte serait excellent. Ce n'est pas contradictoire. Les deux idées ne sont pas mutuellement exclusives. Franchement, nous ne faisons pas assez pour l'histoire canadienne. Je vous exhorte d'aller au Musée d'histoire naturelle et au Musée de la guerre. Ce sont d'excellents musées, mais très peu de gens y vont.

Il y a une raison pour laquelle le Musée de la guerre n'a pas voulu ajouter une aile de l'Holocauste, qui a rencontré une opposition ici et dont j'espère qu'elle ne sera pas oubliée parce que j'ai l'intention de continuer cette lutte après mon départ du Sénat. Cependant, la raison pour laquelle le musée ne l'a pas construite, c'est parce que d'aucuns disaient que si nous faisons cela pour l'Holocauste, il faudra en faire autant pour les Ukrainiens et pour les Canadiens français et ainsi de suite. Soit dit en passant, la raison pour laquelle le conseil à l'époque voulait le faire, c'est parce que le Musée de l'Holocauste à Washington voit passer plus de visiteurs que tous les autres musées réunis.

Toute l'idée ici est de trouver un moyen d'attirer les jeunes qui viennent visiter le Parlement et adorent les édifices du Parlement, de les amener à traverser la rue pour leur montrer une histoire visuelle du Canada. Comment faire cela à faible coût? Je fais valoir que nous ne parlons pas là de gros montants et plus il y a d'idées et plus on s'amuse.

Le sénateur Segal : Si je me souviens bien, le ministre Moore a mis le projet de côté parce que les diverses soumissions présentées à travers le pays n'étaient pas suffisamment économiques; je crois que c'était la raison. En tant que promoteur de ce projet, avec votre projet de loi, accepteriez-vous une stratégie comportant des commandites du secteur privé et sans but lucratif, à condition qu'une cloison étanche sépare les commanditaires privés et les décisions relatives à la conservation et au contenu des expositions de façon à préserver l'intégrité du lieu? Seriez-vous ouvert ou opposé à cela?

Le sénateur Grafstein : J'y suis ouvert, mais je ferai un pas de plus. J'abordais la question des revenus. Le Musée national du portrait proposé pourrait créer un certain nombre de sources de revenus. La première, bien sûr, serait le droit d'entrée; et là encore, s'il vend le billet d'entrée à 10 \$, ce qui n'est pas exorbitant, et en supposant qu'il ait de 800 000 à un million de visiteurs par an, cela ferait 100 millions de dollars sur 10 ans. Vous pourriez amortir même les coûts les plus extravagants. Ce n'est pas le problème. Le vrai problème, ce sont les coûts de fonctionnement.

Again, I look at U.K.'s National Portrait Gallery, and they have a separate stream of revenue based on portraits such as the one I showed you, where you punch something in and get extra things. They do a great deal of that. For instance, if we were to put Karsh on the web, I am sure people across the country would download and pay for that.

When I asked the head of Library and Archives Canada about putting this into our scheme, he said that archives has a problem. That is part and parcel of why the bureaucracy has been so laggard on this project, which they have been. I want to be fair. It is not just government, it is also bureaucracy here. The reason for that is the envelopes: Every government agency has an envelope, and they do not want their envelope to be touched in any way, shape or form; they want to protect their envelope. Senator Eaton knows all about this. She knows that people fight for their budgets and for their turf. One of the problems with the idea that I put to the head of Library and Archives Canada was, he said, that if they do that, then they do not get the money at archives, it goes into the general revenue fund. I asked him to tell us about that, and we will amend it to allow them that pool of money to be available for the portrait gallery.

We can take certain steps to sustain the financial viability of this. I am stingy with the taxpayers' dollars, as I know you are, senator. I do not believe that we should waste taxpayers' dollars. However, I think this project can go ahead cost-effectively; and I am open to assistance from the corporate sector, but I do not like the idea.

I have been involved in many projects in Toronto where Canadians give their money, and for \$5 million, someone grabs the naming rights. You can go to an institution and all of a sudden see an automobile sitting in the front hall of a structure that cost the taxpayer \$300 million, and some corporate interest is snagging that right. That offends me, and I am sure it offends Senator Eaton and others who have been deeply involved in the cultural life of this country as I have been. Senator Eggleton knows all about that as well. A big fight occurred about naming rights at the O'Keefe Centre, which bothers me to no end.

Having said that, I am open to this. It is a new world. However, I would hope it would be under really tight constraints. There is corporate spending in the United States and corporate spending now in the National Portrait Gallery in England, but it is tightly constrained. Under those constraints, I am open to that proposition.

Senator Eaton: Senator Grafstein, you have made an extremely compelling case. I, like you, am a big promoter of Canadian history.

Senator Grafstein: Yes, you are.

Senator Eaton: Having sat on the ROM board, the board of trustees, and the foundation now for almost 25 years — I just resigned last year — I have no illusions about the cost of a museum, particularly with the insurance and the salaries. The

Encore une fois, je prends la National Portrait Gallery du Royaume-Uni, qui a une source de revenu distincte avec les portraits, comme celui que je vous ai montré, que vous pouvez reproduire vous-même avec une machine. Ils en vendent beaucoup. Par exemple, si nous mettions Karsh sur le web, je suis sûr que beaucoup de gens à travers le pays téléchargeraient les portraits et paieraient pour cela.

Lorsque j'ai parlé au chef de Bibliothèque et Archives Canada de la possibilité d'inscrire cela dans notre projet, il a dit que les Archives ont un problème. C'est l'une des raisons pour lesquelles l'administration freine ce projet, ce qu'elle a fait. Il faut être juste, ce n'est pas seulement la faute du gouvernement, mais aussi de l'administration. La raison en est les enveloppes : chaque organisme gouvernemental a une enveloppe et ne veut que l'on touche à son enveloppe en aucune façon, il faut protéger son enveloppe. Le sénateur Eaton sait tout cela. Elle sait que les gens se battent pour leur budget et leur fief. L'un des problèmes avec l'idée que j'ai soumise au chef de Bibliothèque et Archives Canada, m'a-t-il dit, est que s'il faisait cela, l'argent n'irait pas aux Archives mais serait versé aux recettes générales. Je lui ai demandé de plus amples explications et nous allons modifier le projet de façon à ce que ces revenus soient à la disposition du Musée du portrait.

Nous pouvons prendre certaines mesures pour assurer la viabilité financière du musée. Je suis parcimonieux avec l'argent du contribuable, et je sais que vous l'êtes aussi, sénateur. Je ne suis pas en faveur de gaspiller l'argent du contribuable. Cependant, je pense que ce projet peut être réalisé de manière économique et je suis ouvert à une assistance du secteur privé, mais je n'aime pas l'idée.

J'ai eu un rôle dans de nombreux projets à Toronto où les Canadiens donnent leur argent et, pour 5 millions de dollars quelqu'un achète le droit d'y apposer son nom. Vous pouvez aller dans un établissement et tout d'un coup vous voyez une voiture trôner dans le foyer d'une structure qui a coûté 300 millions de dollars aux contribuables parce qu'un intérêt privé achète ce droit. Cela me choque et je suis sûr que cela choque le sénateur Eaton et d'autres qui se sont impliqués, tout comme moi, dans la vie culturelle de ce pays. Le sénateur Eggleton connaît très bien cela, lui aussi. Il y a eu toute une bagarre autour du droit d'appellation du Centre O'Keefe, dont le nom me chiffonne au plus haut point.

Cela dit, je suis ouvert à l'idée. Nous sommes dans un monde nouveau. Cependant, j'espère qu'il y aurait des limites strictes. Il y a des parrainages privés aux États-Unis et des parrainages privés maintenant à la National Portrait Gallery en Angleterre, mais avec des limites strictes. À condition qu'il y ait ces limites, je suis ouvert à l'idée.

Le sénateur Eaton : Sénateur Grafstein, vous avez présenté des arguments extrêmement convaincants. Tout comme vous, je suis un fervent porte-drapeau de l'histoire canadienne.

Le sénateur Grafstein : C'est vrai, vous l'êtes.

Le sénateur Eaton : Ayant siégé au conseil d'administration du Musée royal de l'Ontario et de sa fondation pendant presque 25 ans — j'ai démissionné l'an dernier seulement — je ne me fais aucune illusion quant au coût d'un musée, particulièrement

mounting of exhibitions is expensive; programming and maintenance is extraordinarily expensive. My other question concerns what Senator Segal raised, which you have addressed somewhat.

We live in a massive country — and this is one of the things I have against the CBC — and if you live in Ottawa, Toronto, Montreal, Vancouver, and even Calgary, you have access to the national ballet and our great museums. However, if you live outside those centres, for example, if you live in Yellowknife, north of Edmonton, south of Winnipeg, or in La Gaspésie region of Quebec, you have little resource. You have talked about *Avatar*, huge developments in television, cable and the visual medium, and the Internet, but nothing compares to seeing that in front of you.

When I hear about *Festival Karsh*, which is starting to travel across the country in 2010; about *Portraits on the Ice* during Winterlude; about *Portraits in the Street* for Quebec City during their four hundredth anniversary, which will be a travelling exhibit; and about family portraits being put together with the museum in Nova Scotia about immigration identity, that is compelling to me. If you put those shows on across the country, it will draw Canadians. Everyone in both small and large centres will have time to see their history.

If we had unlimited money in the next budget, of course it would be wonderful to have a national portrait gallery that could send out these exhibitions. However, I do not think we will have the money in the budget for many years to come. If we have any money, we should be sending these exhibitions across the country. Until we are, once again, back — namely, that the deficit is in control, and we are out of this recession — I think that the optics for Canadians who are struggling right now would not be good. Building a national portrait gallery at this time, although, as you say, it could be part of the economic renewal package, would not look good. I would appreciate your comments on what I have said.

Senator Grafstein: Those are compelling arguments. Let me break it down into three parts. I agree with you, because I, too, have served on boards — not as many as you, but I know the struggle encountered every day in every artistic community, whether the opera, ballet or various museums, large or small, to sustain themselves.

It reminds me of a story of an old farmer. A city slicker came to his farm house and asked the farmer, “How do I get to this small town?” The farmer replied, “This is not a good place to start. Try someplace else.” My argument is that there must be a start someplace. A modest start would be to have the gallery here. Otherwise, there would not be a central heart or core or focus on these activities. You have to start somewhere, and I think that this is the most cost-effective way to do it.

l’assurance et les salaires. Monter une exposition coûte cher; la programmation et l’entretien sont extraordinairement dispendieux. Mon autre question concerne le point soulevé par le sénateur Segal, auquel vous avez répondu en partie.

Nous vivons dans un pays immense — et c’est l’un des reproches que je fais à la SRC — c’est que si vous vivez à Ottawa, Toronto, Montréal, Vancouver et même Calgary, vous avez accès au Ballet national et à nos grands musées. Cependant, si vous vivez en dehors de ces centres, par exemple à Yellowknife, au nord d’Edmonton, au sud de Winnipeg ou en Gaspésie au Québec, vous n’avez guère de ressources. Vous avez parlé d’*Avatar*, des énormes avancées de la télévision, du câble et des médias visuels et de l’Internet, mais rien ne vaut d’être en face des œuvres elles-mêmes.

Lorsque je songe au *Festival Karsh*, l’exposition itinérante qui va commencer à sillonner le pays en 2010, aux *Portraits sur glace* pendant Bal-de-Neige, aux *Portraits dans la rue* à Québec lors de son 400^e anniversaire, qui va devenir une exposition itinérante, et aux portraits de famille rassemblés de concert avec le Musée de la Nouvelle-Écosse sur l’identité des immigrants, je suis impressionné. Si vous déplacez ces expositions à travers le pays, elles vont attirer les Canadiens. Tout un chacun, dans les agglomérations grandes et petites, trouvera le temps de contempler son histoire.

Si nous avions des fonds illimités dans le prochain budget, il serait bien sûr merveilleux d’avoir un Musée national du portrait qui puisse monter ses expositions. Cependant, je ne crois pas que nous aurons ces crédits budgétaires avant de nombreuses années. Si nous avons un peu d’argent, nous devrions envoyer ces expositions à travers le pays. Tant que l’économie ne sera pas rétablie — à savoir que le déficit sera maîtrisé et que nous serons sortis de cette récession — je ne crois pas que les Canadiens qui se débattent dans les difficultés en ce moment verraient cela d’un bon œil. Construire un Musée national du portrait à ce stade, même si, comme vous dites, il pourrait s’inscrire dans des mesures de relance économique, ne serait pas bien vu. J’apprécierais votre réaction à ce que je viens de dire.

Le sénateur Grafstein : Ce sont des arguments valables. Permettez-moi de les diviser en trois parties. Je suis d’accord avec vous, car moi aussi j’ai siégé à des conseils d’administration — pas autant que vous, mais je connais la lutte qu’il faut mener chaque jour dans tous les milieux artistiques, qu’il s’agisse de l’opéra, du ballet ou de divers musées, grands ou petits, pour subsister.

Cela me rappelle l’histoire d’un vieux fermier. Un citoyen est venu frapper à sa maison de ferme et lui a demandé : « Quel est le chemin pour se rendre dans cette petite ville? » Le fermier a répondu : « Ce n’est pas un bon endroit d’où partir. Essayez ailleurs ». Mon argument, c’est qu’il faut bien partir de quelque part. Un début modeste serait d’avoir le musée ici. Sinon, il n’y aura pas de noyau central ou de cœur pour ces activités. Il faut partir de quelque part et je crois que ceci est la façon la plus économique de le faire.

You raise a larger argument, and you have just articulated my wife's argument. She has said this repeatedly, "People are in need of hospitals and here you are going off and doing this stuff with art. Should that money not be better spent treating cancer or helping hospitals? Is this good optics when unemployment at this particular time is so high?" My answer to her and to you is neither a complete answer nor a convincing one, but it is the best I can come up with.

In the midst of the worst depression that the United States ever saw, Franklin Roosevelt understood that he had to do more than just help people off the bread lines and put them to work. During the 1930s — and it happened in Canada as well — there was a flowering of community projects of art. There were colonies of artists. Some magnificent work was done in painting, acting and workshops. Roosevelt, in his wisdom, decided that at the heart of a recession or a depression, the best thing people could do is take some money to help them involve themselves in the culture of their country and to edify the culture of the country and push it. Many great American writers — to name a couple, Miller, Bellow, and others — took advantage of the grants that they received during that period of time to move into the field of writing, as did many artists. You can trace that history; many books have been written about it.

As Senator Joyal pointed out to me, this happened in Montreal. During the 1930s, a group of Jewish painters got together, got funding from the government and did an unbelievable collection of art representing Quebec, Montreal, and the life of Montreal. He published that book recently. Senator Nolin might have seen it. It is \$50, but it is worth the money.

If we focus our attention on the misery and the malaise in the country over the recession, I do not think we are being fair to the Canadian spirit. The Canadian spirit is greater than this. I think Canadians will rise above this. I have debated this issue with other people as well, whenever we wanted to build an opera house in Toronto. I was told, "It is not the right time." It is never "the right time," but you have to do it.

The really cost-effective argument here is that if we do not do it, we are spending money in any event. We are spending money on an empty building and putting stuff in the archives that no one will see. That is a loss.

We must have a cost benefit here, but I agree with you, senator. It is a strong argument, but sometimes you have to show political leadership and wisdom. Ultimately, I believe that this will cause a renewal of interest in the visual arts, and that portion of our system is not properly dealt with. We deal with film makers and with public events, but we do not deal with the visual artists. They do not get a break. This would give them a break to believe that there is some hope for their work.

Vous soulevez un argument plus large, et vous venez d'énoncer celui de ma femme. Elle me l'a dit à maintes reprises : « Les gens ont besoin d'hôpitaux et te voilà qui te met en tête de faire toutes ces choses pour les arts. Est-ce qu'il ne vaudrait pas mieux dépenser cet argent pour guérir le cancer ou aider les hôpitaux? Est-ce bien le moment, alors que le chômage est si élevé? » La réponse que je lui donne et à vous n'est ni complète ni convaincante, mais c'est la meilleure que je puisse donner.

Au milieu de la pire dépression que les États-Unis aient jamais connue, Franklin Roosevelt a compris qu'il ne suffisait pas de donner du travail aux gens afin qu'ils n'aient plus à faire la queue à la soupe populaire. Au cours des années 1930 — et cela a été le cas également au Canada — il y a eu une floraison de projets artistiques communautaires. Il y avait des colonies d'artistes. Du travail magnifique a été fait dans le domaine de la peinture, du théâtre. Roosevelt, dans sa sagesse, a décidé en plein milieu d'une récession ou d'une dépression que la meilleure chose à faire était de consacrer un peu d'argent pour aider les gens à s'impliquer dans la culture de leur pays et à construire la culture du pays et la faire avancer. Un grand nombre d'écrivains américains — Miller, Bellow pour n'en nommer que quelques-uns, et d'autres — ont mis à profit les subventions qu'ils ont reçues au cours de cette période pour se lancer dans l'écriture, et beaucoup d'artistes en ont fait autant. Vous pouvez retracer cette histoire, un grand nombre d'ouvrages en traitent.

Comme le sénateur Joyal me l'a fait remarquer, cela est arrivé à Montréal. Au cours des années 1930, un groupe de peintres juifs s'est rassemblé, a obtenu des crédits publics et réalisé une collection incroyable d'œuvres d'art représentant Québec, Montréal et la vie à Montréal. Il a publié ce livre récemment. Le sénateur Nolin l'a peut-être vu. Il coûte 50 \$, mais il en vaut la peine.

Si nous nous obnubilons sur la misère et le malaise causés dans le pays par la récession, je pense que c'est trahir l'esprit canadien. L'esprit canadien voit plus haut que cela. Je crois que les Canadiens vont voir plus haut que cela. J'ai débattu de cela avec d'autres aussi, chaque fois que nous voulions construire un opéra à Toronto. On me disait : « Ce n'est pas le bon moment ». Ce n'est jamais « le bon moment », mais il faut le faire quand même.

Le véritable argument économique ici, c'est que si nous ne le faisons pas, nous dépenserons de l'argent de toute façon. Nous dépensons de l'argent sur un bâtiment vide et pour accumuler dans les archives des choses que nul ne verra jamais. C'est une perte.

Il faut que ce soit rentable, mais je suis d'accord avec vous, sénateur. C'est un argument fort, mais parfois il faut faire preuve de leadership politique et de sagesse. En fin de compte, je crois que cela va amener un intérêt renouvelé pour les arts visuels qui sont négligés dans notre système. Nous aidons les cinéastes et nous finançons les événements publics, mais nous ne faisons rien pour les artistes visuels. Cela leur donnerait l'espoir de voir leurs œuvres exposées.

Senator Ogilvie: You have presented a compelling and thoughtful argument. We have heard from some of our colleagues who live in the great cities of this country and have been recognized for their involvement in the artistic area, preservation, promotion, and so on.

I am a simple country boy.

Senator Grafstein: Indeed, so am I.

Senator Ogilvie: I am from rural Nova Scotia. In terms of the history of this country, I would argue that we Nova Scotians are, perhaps, as genuinely interested as any part of this country. That is perhaps because our roots go back to that transitional period of history where the European influence began to invade the great continent and to lead, ultimately, to where we are today, combined with all those who have influenced it. Therefore, we have some sense of the reality of historical developments.

In my own case, that interest is genuine. I have had the opportunity to visit most of the great galleries in Europe. I find the national gallery in London, off Piccadilly Circus, to be particularly compelling. On any trip to Great Britain, I take the opportunity to go there. Three paintings, in particular, cause me to sit and contemplate for a while.

Senator Grafstein: Is that in the National Gallery or in the National Portrait Gallery?

Senator Ogilvie: One of my great failings in life has been that I just do things; I do not remember the names. I know where they are, so I go there.

Senator Grafstein: It is on Grosvenor Square; that is the big one. The portrait gallery is right around the corner.

Senator Ogilvie: It does not matter; I know how to find it. My point was that I enjoy it greatly, whichever it is; and it is well known.

There may be good reasons to consider alternatives to your proposals that I have not yet considered, but one argument that I do not accept against it is the idea of Ottawa versus Toronto versus some other city. Most provinces have a major gallery, either a formal provincial gallery or one that serves essentially the same purpose.

Part of this country that Canadians visit with a view to thinking a bit about their history is Ottawa, in my experience. They have that reason in common for coming here. In fact, one might argue that there are other reasons to come here. This is a very historical site, and it has the other museums that you have identified, which a number of people do come to see deliberately, and they then include the Parliament Buildings and others as part of their visit here.

Other issues have been talked about, travelling exhibits and so on. I find the arguments for those compelling as well. Having been from a rural part of the country, a bookmobile was a great way of developing literacy and literary awareness; these have had very profound impacts on the development. I am in favour of the

Le sénateur Ogilvie : Vous avez présenté un argumentaire convaincant et réfléchi. Nous avons entendu certains de nos collègues qui vivent dans les grandes villes du pays et dont l'action dans le domaine artistique, la préservation, la promotion, et cetera est reconnue.

Moi, je suis un simple gars de la campagne.

Le sénateur Grafstein : Justement, moi aussi.

Le sénateur Ogilvie : Je viens de la Nouvelle-Écosse rurale. Pour ce qui est de l'histoire de ce pays, j'arguerais que nous, Néo-Écossais, en sommes peut-être tout aussi imprégnés que toute autre région de ce pays. C'est peut-être dû au fait que nos racines remontent à cette période charnière de l'histoire où l'influence européenne a commencé à envahir ce grand continent, ce qui nous a conduits là où nous sommes aujourd'hui, avec l'apport des autres influences successives. Par conséquent, nous avons un certain sens de la réalité de l'évolution historique.

Personnellement, cet intérêt est sincère. J'ai eu l'occasion de visiter la plupart des grands musées d'Europe. Je trouve la National Gallery de Londres, juste à côté de Piccadilly Circus, particulièrement impressionnante. Je saisis l'occasion d'y aller à chacun de mes voyages en Grande-Bretagne. Je m'assois un moment pour contempler trois tableaux en particulier.

Le sénateur Grafstein : Est-ce la National Gallery ou la National Portrait Gallery?

Le sénateur Ogilvie : L'un des mes grands défauts dans la vie c'est que je me contente de faire les choses; je ne me souviens pas des noms. Je sais où aller, alors j'y vais.

Le sénateur Grafstein : C'est sur Grosvenor Square; c'est le gros musée. La Portrait Gallery est juste après le coin de rue.

Le sénateur Ogilvie : Peu importe, je sais comment y aller. Ce que je voulais indiquer, c'est que je l'apprécie énormément, quel que soit son nom; et elle est bien connue.

Il peut y avoir de bonnes raisons d'envisager des alternatives à votre proposition que je ne connais pas encore, mais un argument que l'on vous oppose et que je rejette est cette notion d'Ottawa opposée à Toronto ou à quelque autre ville. La plupart des provinces ont un grand musée, soit un musée provincial officiel soit un autre qui joue à peu près le même rôle.

La ville que les Canadiens visitent lorsqu'ils veulent se plonger un peu dans leur histoire, c'est Ottawa, selon mon expérience. C'est la raison qu'ils ont en commun de venir ici. De fait, on pourrait arguer qu'il existe d'autres raisons encore de venir. Ottawa est un site très historique et il y existe les autres musées que vous avez nommés, que certains viennent voir spécialement, et ils terminent leur séjour par les édifices du Parlement et autres.

D'autres possibilités ont été évoquées, des expositions itinérantes et ainsi de suite. Je trouve également convaincants les arguments en leur faveur. Ayant vécu dans une région rurale du pays, je trouve que les bibliobus sont une excellente façon de promouvoir la littérature et sensibiliser à la littérature; cet outil a eu

distribution of our awareness of our artistic history or our history through art, and I do not think we should overlook that.

My question is very specific. With all of your experience here, I am sure you can answer this quickly. In the short time that I have been here, I have tried to determine the rules under which we operate and what we, in the Senate, are allowed to do and what we are not, and the one issue that keeps appearing is the idea that a money bill, or one that has significant money implications, cannot be introduced from the Senate. You have obviously thought of that, and I am sure that you can disabuse me immediately of why that is not an argument against your proposal.

Senator Grafstein: I am looking at Senator Nolin, who keeps me honest on constitutional and parliamentary questions. He has raised this issue several times against a number of my bills. The Speaker has ruled on this very question as to whether the Senate, which cannot originate money bills, has the power to introduce bills that might involve the use of public money. That is your question.

The answer to that is simple: This bill does not come into effect unless it is subject to the approval of the other house of Parliament, the Commons, and then the final approval is that it can only become law after Royal Assent. Therefore, this bill is conditional upon, first, approval in the Senate, and then subsequently approval in its same form in the other house, which is a money house, and ultimately it cannot come into force without the approval of the government. There have been numerous rulings. This bill, by the way, received an objection in one version and was dealt with by the Speaker in the Senate, who said it was permissive to proceed. Thus, there is no constitutional or parliamentary inhibition to this particular bill.

Senator Ogilvie: Thank you for that because in the great pile of documents that we received, there were statements that were explicit that a money bill could not originate in the Senate. I hear from you that the question about this bill has been raised, you have received a ruling, and it can proceed for discussion.

Senator Grafstein: If it has not been done on this bill, it has been done on others, but the wording here is clear. The Senate is not a house of confidence. We cannot deal with money bills, but we can vote money bills up or down. Initiating them is up to the other place, the House of Commons, and for the government. There are two prophylactic provisions that allow money bills to only be approved with, first of all, house approval, and then ultimately government approval.

You raised another interesting issue, and I will deal with it briefly. The Beaverbrook Art Gallery is a magnificent gallery not far from your hometown. I do not know if you have visited that or not.

Senator Ogilvie: That is in another province.

un impact très profond. Je suis en faveur de la dissémination de la connaissance de notre histoire artistique ou de notre histoire par l'intermédiaire de l'art, et je pense qu'il ne faut pas négliger cela.

Ma question est très précise. Avec toute votre expérience, je suis sûr que vous pourrez y répondre rapidement. Depuis mon arrivée ici il y a peu de temps, je me suis efforcé de me familiariser avec les règles qui nous régissent et de déterminer ce que nous, au Sénat, pouvons faire et ne pouvons pas faire, et la règle qui revient sans cesse est la notion qu'un projet de loi de finances, ou un projet de loi entraînant des dépenses notables, ne peut être introduit au Sénat. Vous y avez forcément réfléchi et je suis sûr que vous pourrez me dire très vite pourquoi cela n'est pas un argument contre votre proposition.

Le sénateur Grafstein : Je regarde le sénateur Nolin qui me maintient dans le droit chemin sur les questions constitutionnelles et parlementaires. Il a soulevé ce problème contre plusieurs de mes projets de loi. Le Président du Sénat s'est prononcé sur la question même de savoir si le Sénat, qui ne peut introduire de projets de loi de finances, a le pouvoir d'introduire des projets de loi nécessitant des dépenses publiques. C'est là votre question.

La réponse est simple : Ce projet de loi ne prend pas effet à moins d'être approuvé par l'autre Chambre du Parlement, la Chambre des communes, et de recevoir la sanction royale. Par conséquent, ce projet de loi est conditionnel d'abord à l'approbation au Sénat, puis à l'approbation ultérieure sous la même forme par l'autre Chambre, qui a le pouvoir de dépense, et enfin à l'approbation du gouvernement. Il y a eu quantité de jugements à cet égard. Ce projet de loi, soit dit en passant, a fait l'objet d'une objection sous l'une de ses formes et a fait l'objet d'une décision du Président du Sénat qui l'a déclaré légitime. Par conséquent, il n'y a pas d'empêchement constitutionnel ou parlementaire à ce projet de loi particulier.

Le sénateur Ogilvie : Je vous remercie de cette réponse car dans la grosse pile de documents que nous avons reçus, il était explicitement dit qu'un projet de loi de finances ne peut émaner du Sénat. Vous dites que la question a été posée concernant ce projet de loi, qu'une décision a été rendue et qu'il peut être mis en délibération.

Le sénateur Grafstein : Si cela n'a pas été fait pour ce projet de loi, cela a été fait pour d'autres, mais les textes sont clairs. Le Sénat n'engage pas la confiance. Nous ne pouvons introduire des projets de loi de finances, mais nous pouvons les adopter ou les rejeter. L'initiative en appartient à l'autre endroit, la Chambre des communes, et au gouvernement. Il existe deux dispositions prophylactiques qui font que les projets de loi de finances ne peuvent prendre effet que si, tout d'abord, la Chambre les adopte, et ensuite le gouvernement les approuve.

Vous avez soulevé une autre question intéressante et je vais en traiter brièvement. La Galerie d'art Beaverbrook est un magnifique musée à proximité de chez vous. Je ne sais pas si vous l'avez visité ou non.

Le sénateur Ogilvie : C'est dans une autre province.

Senator Grafstein: I know that. It is in New Brunswick. I did not mean to offend you. Nova Scotia is warm to my heart and to every senator because if it was not for Nova Scotia, we would not have a Senate. It was the Province of Nova Scotia that insisted that the lower chamber be balanced by a smaller chamber. We would not be sitting here but for Nova Scotia.

Senator Ogilvie: Truly a parliamentary democracy in the commonwealth.

Senator Grafstein: Exactly. We are thankful to the founding fathers from Nova Scotia, because we would not be here but for them.

Back to the point, and that is the Beaverbrook Art Gallery in Fredericton, which has come into some recent controversy. There is a direct connection between the Beaverbrook Art Gallery and the National Portrait Gallery. The National Portrait Gallery in London is a pocket gallery, three floors, and you can do it comfortably in an hour or an hour and a half. It is a pocket jewel. In it, you will find one if not two magnificent portraits of Lord Beaverbrook, who, as you know, left the Maritimes, New Brunswick, and became one of the most powerful men in England. You will see portraits of him alone and with others that are absolutely magnificent. When you walk through that place, you see echoes of Canadian history. This particular portrait is gigantic in size. Whenever I go there, that is one of my first stops. I take a look at Winston Churchill, Sir Robert Borden and my great hero, Lloyd George. Lloyd George was once asked to define the Liberal Party. He said the Liberal Party is a party of principle, but our first principle is expediency — my hero.

Senator Martin: Senator Grafstein, thank you for your presentation today. You spoke with great conviction and support for artists. I think you are right about all of us around this table being Canadians who appreciate art and want to support the art and history that is so wonderful and rich in Canada.

I am a teacher of 21 years. I have seen many changes in the educational tools available to teachers over that time. Most recently, before I came to the Senate, I had this great tool called the SMART Board, an interactive whiteboard, in my classroom. It is a giant computer on the wall that is interactive and touch-sensitive. You can click with your fingers, and students can upload their PowerPoint presentation from home and present it in the class. It is the most amazing tool. It allows students to experience things as close to reality as possible. Of course, it could never replace the actual experience. However, we have visited the Eiffel Tower, the Coliseum and the Parthenon.

Senator Grafstein: You took a virtual tour.

Senator Martin: Yes, and the virtual world is quite amazing. We would sometimes go to websites and take an interactive tour of that particular site before going on a particular field trip.

Le sénateur Grafstein : Je le sais. C'est au Nouveau-Brunswick. Je ne voulais pas vous froisser. La Nouvelle-Écosse m'est chère ainsi qu'à tous les autres sénateurs car sans elle, le Sénat n'existerait pas. C'est la province de Nouvelle-Écosse qui a insisté pour que l'autre chambre soit contrebalancée par une chambre plus restreinte. Sans la Nouvelle-Écosse nous ne serions pas ici.

Le sénateur Ogilvie : Une véritable démocratie parlementaire au sein du Commonwealth.

Le sénateur Grafstein : Exactement. Nous sommes reconnaissants aux pères fondateurs représentant la Nouvelle-Écosse, car nous ne serions pas ici sans eux.

J'en reviens à mon sujet, soit la Galerie d'art Beaverbrook à Fredericton, qui a récemment fait l'objet d'une controverse. Il y a un lien direct entre la Galerie d'art Beaverbrook et le Musée national du portrait. La National Portrait Gallery de Londres est un musée de poche, trois étages, dont on peut faire le tour facilement en une heure ou une heure et demie. C'est un joyau de poche. Vous y verrez un, voire deux, magnifique portrait de Lord Beaverbrook qui, comme vous le savez, a quitté les Maritimes, le Nouveau-Brunswick, et est devenu l'un des hommes les plus puissants d'Angleterre. Vous y verrez des portraits de lui seul et avec d'autres qui sont absolument magnifiques. Lorsque vous parcourez ce musée, vous y voyez des échos de l'histoire canadienne. Ce portrait particulier est de taille gigantesque. Chaque fois que j'y vais, c'est l'un de mes premiers arrêts. Je jette un coup d'œil à Winston Churchill, Sir Robert Borden et mon grand héros, Lloyd George. On a demandé un jour à Lloyd George de définir le Parti libéral. Il a dit que le Parti libéral est un parti de principe, mais que notre premier principe est l'opportunisme — mon héros.

Le sénateur Martin : Sénateur Grafstein, je vous remercie de votre exposé. Vous avez défendu les artistes avec beaucoup de conviction. Je crois que vous avez raison en disant que nous tous autour de cette table sommes des Canadiens qui apprécient les arts et veulent soutenir les arts et l'histoire canadienne si merveilleuse et riche.

J'ai été enseignante pendant 21 ans. J'ai vu évoluer au fil du temps les outils pédagogiques dont disposent les enseignants. Plus récemment, avant mon entrée au Sénat, j'ai eu dans ma salle de classe cet excellent outil appelé le tableau blanc électronique, un tableau blanc interactif. C'est un écran d'ordinateur géant sur le mur, qui est interactif et tactile. Vous pouvez claquer des doigts et les élèves peuvent télécharger de chez eux leurs présentations diaporama et la présenter en classe. C'est un outil étonnant. Il permet aux élèves de voir les choses d'une manière aussi proche de la réalité que possible. Bien sûr, cela ne remplacera jamais le vécu direct. Cependant, nous avons visité la Tour Eiffel, le Colisée et le Parthénon.

Le sénateur Grafstein : Vous avez fait une visite virtuelle.

Le sénateur Martin : Oui, et le monde virtuel est très étonnant. Nous allions parfois sur des sites Internet et faisons une visite interactive d'un site avant de nous rendre sur place.

I am thinking of some of the ideas that were presented this morning. Does the portrait gallery have a good, interactive website that utilizes the IT technology available to us?

Senator Grafstein: To the best of my knowledge, no, but I think you should direct that question to the minister when he comes.

Senator Martin: Perhaps they are under budget constraints and whatnot. I am curious about this proposal, which I am sharing as a teacher who has been in the classroom because it was expensive to take my class to these places. However, I could bring the world into the classroom with this technology. With the national portrait gallery being so rich in its resources, it would be good to be able to take that into the classroom.

You mentioned the importance of reaching out to the students and the young people. Young people live in a very different world nowadays. My daughter is 14, and I do not understand how she and her friends communicate at times, but it is online. I wonder about utilizing the technology and how that could take it not only to classrooms and places across Canada but out into the world as perhaps a stepping stone to whatever may come.

What about the collection and what becomes part of that gallery? Artists are in every corner of Canada. Again, I am mindful of those who may not speak English as their first language or who may be in places without access to information. I am curious about this collection and who will be a part of it. Large numbers of artists could not come and lobby in Ottawa, and many Canadians would not be able to travel to Ottawa either.

I do support your bill in principle with what it would offer Canadians, but I think about the accessibility and perhaps what else we could do, especially the virtual idea.

Senator Grafstein: You have raised three issues. First, to have any exhibit, you need a staging area and a place to start. Senator Eaton will tell you this; she has been involved in some magnificent exhibitions.

Go over to the archives building. The works of art are all in line. You have to pull out the sheets; you will see them all, and they are magnificent, but they are all stored. It is a storage house, so there is no room over there to exhibit. This space has been carefully measured to do a series of exhibitions, taking it one at a time in themes.

You need a staging place to do virtual reality. It has to come from something. You need the Eiffel Tower to do a tour of the Eiffel Tower. This is a cheap and cost-effective way of moving portraits from across the river to exhibit them on a regular basis. They had a good start at that, and the vestigial remains of that now continue at Library and Archives Canada when the government cut back on that. You cannot punch a button on a screen unless it comes from somewhere, and you need a staging area to set it up.

Je réfléchis à certaines des idées présentées ce matin. Est-ce que le Musée du portrait a un bon site Internet interactif utilisant la technologie informatique aujourd'hui disponible?

Le sénateur Grafstein : À ma connaissance, non, mais je pense que vous devriez poser la question au ministre lorsqu'il viendra.

Le sénateur Martin : Peut-être subissent-ils des contraintes budgétaires ou autres. Cette proposition m'intrigue, en tant qu'enseignante, car il coûtait cher d'amener ma classe dans ces endroits. Cependant, avec cette technologie, je pourrais amener le monde dans la salle de classe. Le Musée national du portrait ayant une collection si riche, il serait bon de pouvoir la projeter dans la salle de classe.

Vous avez mentionné l'importance de tendre la main aux élèves et aux jeunes. Les jeunes gens vivent aujourd'hui dans un monde très différent. Ma fille a 14 ans et je ne comprends pas comment elle et ses amies communiquent parfois, mais c'est en ligne. Je m'interroge sur l'utilisation de la technologie pour diffuser ces images non seulement dans les salles de classe et d'autres lieux à travers le Canada mais aussi dans le monde, comme première étape.

Qu'en est-il de la collection et qu'est-ce qu'on va y verser? Il y a des artistes dans tous les coins du Canada. Encore une fois, je songe à ceux qui n'ont peut-être pas l'anglais comme première langue ou qui se trouvent dans des lieux sans accès à l'information. Je suis curieuse au sujet de cette collection et me demande qui va y figurer. Un grand nombre d'artistes ne pourraient pas venir faire du lobbying à Ottawa et de nombreux Canadiens n'ont pas la possibilité de faire un voyage à Ottawa non plus.

Je suis en faveur de votre projet de loi en principe, vu tout ce qu'il offrirait aux Canadiens, mais je songe à l'accessibilité et peut-être à quels autres moyens nous pourrions utiliser, surtout les visites virtuelles.

Le sénateur Grafstein : Vous avez soulevé là trois questions. Premièrement, pour avoir une exposition, il faut un point de rassemblement et de départ. Le sénateur Eaton pourra vous le dire, elle a été impliquée dans quelques expositions magnifiques.

Allez aux Archives. Les œuvres d'art sont toutes rangées. Il faut les sortir sur leur rail. Vous les verrez toutes, et elles sont magnifiques, mais elles sont toutes entreposées. C'est un entrepôt, il n'y a aucune salle pour les exposer. Cet espace a été soigneusement mesuré pour faire une série d'expositions thématiques, une à la fois.

Pour faire de la réalité virtuelle, il faut un lieu de rassemblement. Il faut un point de départ. Vous avez besoin de la Tour Eiffel pour faire une visite de la Tour Eiffel. C'est une façon économique de faire traverser la rivière aux portraits pour les exposer à intervalles réguliers. Ils avaient commencé à le faire et c'était un bon début et les vestiges de ce programme se poursuivent maintenant à Bibliothèque et Archives Canada après que le gouvernement l'a amputé. Mais on ne peut appuyer sur un bouton et faire apparaître une image à l'écran à moins qu'elle ne vienne de quelque part, et il vous faut un point de rassemblement pour cela.

Second, you raised the other question of artists and unknown numbers of people who cannot afford to be here. Again, I will share a personal experience. I am a small-town boy who came from the other side of the tracks and went to a small school. I was forced to go to a public school called Tecumseh Public School because I was close to the wrong side of the river. It is on the river, on the tracks and I had to go to that school away from Aberdeen Public School. I did not know what Tecumseh meant, but it was in South London, Ontario. On the wall was a huge portrait of Chief Tecumseh. I was mesmerized by this. Every day we would sing the national anthem. We would see this magnificent portrait of Tecumseh, and it haunted me. I did not know much about the Aboriginal community, but later on I was travelling from London to Toronto and came across a place called the Six Nations Confederacy. I asked what that meant since it was Brantford, Ontario.

Again, one of my heroines was Pauline Johnson, one of Canada's great poets, and that is how I first learned poetry and ultimately came here and passed the poet laureate bill. That was all because of Pauline Johnson.

These Aboriginal figures mesmerized me, but we knew nothing about them in high school. There was nothing in our history other than some pictures in a history book of the coureur de bois and the occasional Aboriginal person. I was mesmerized by Tecumseh and made a lifelong study of his history. He was a great chief. Tecumseh saved Canada 60 miles away from my hometown of London, Ontario. In the War of 1812 when the Americans invaded and came up the Thames River, there was a battle. Without the Aboriginal community and leadership of Tecumseh, Canada would not have survived; we would be an American colony. He stopped it cold. Buchanan, who became president, was involved, as was Pike. Without Tecumseh and the Aboriginal fighters, the British militia would not have been able to sustain it. Tecumseh disappeared. He died in that battle. No one found his remains. Perhaps part of the Aboriginal tradition was just that, but it stuck with me. When I went over to the archives, I asked if they had a portrait of Tecumseh, and they did not; but they did have an entire series of magnificent portraits of Aboriginal chiefs and peoples of this country that no one has seen.

When people say that we are too Eurocentric, I agree, but if you blot out your own history and do not let people see that history, it is form of *auto-da-fé*. *Auto-da-fé* is cultural suicide; you are killing yourself.

This is part of my interest, passion and love of Canadian history. You can not be a senator and understand this country unless you have a passion for Canadian history because if you understand Canadians history, you will understand what the Senate is all about. This is part and parcel of why we are here: to tell the unknown stories that people do not want to hear about. Part of the unknown stories is the contributions that Aboriginals have made and to see a visual history of it.

Deuxièmement, vous avez soulevé l'autre question des artistes et de tous ceux, innombrables, qui n'ont pas les moyens de venir ici. Là encore je vais vous faire part d'une expérience personnelle. Je suis un gars d'une petite ville qui habitait du mauvais côté de la voie ferrée et je fréquentais une petite école. J'ai été forcé d'aller dans une école publique appelée Tecumseh Public School parce que j'habitais à proximité, du mauvais côté de la rivière. Elle est sur la rivière, à côté de la voie ferrée et j'ai dû m'inscrire dans cette école à la place d'Aberdeen Public School. Je ne savais pas ce que voulais dire Tecumseh, mais c'était à South London, en Ontario. Sur le mur il y avait un énorme portrait du chef Tecumseh. Il me fascinait. Chaque jour nous chantions l'hymne national. Nous voyions ce magnifique portrait de Tecumseh et il me hantait. Je ne savais pas grand-chose des Autochtones, mais plus tard, en me rendant de London à Toronto, je suis tombé sur un endroit appelé la Confédération des Six Nations. J'ai demandé ce que cela voulait dire puisque nous étions à Brantford, en Ontario.

Par ailleurs, l'une de mes héroïnes était Pauline Johnson, l'une des grandes poétesses du Canada et c'est à travers elle que j'ai appris à aimer la poésie, ce qui m'a amené à faire adopter ici la Loi sur le poète officiel. Tout cela, c'est grâce à Pauline Johnson.

Ces personnalités autochtones me fascinaient, mais l'on ne nous apprenait rien à leur sujet à l'école secondaire. Il n'y avait rien dans nos livres histoires, à part quelques photos de coureurs des bois et d'un Autochtone occasionnel. J'étais fasciné par Tecumseh et j'ai passé ma vie à étudier son histoire. Il était un grand chef. Tecumseh a sauvé le Canada à 60 milles de ma ville natale de London, Ontario. Au cours de la Guerre de 1812, lorsque les Américains ont envahi et ont remonté la Thames, une bataille s'est déroulée. Sans les Autochtones et sans l'initiative de Tecumseh, le Canada n'aurait pas survécu, nous serions aujourd'hui une colonie américaine. Il a enrayé l'invasion. Buchanan, qui est devenu président, était sur les lieux, tout comme Pike. Sans Tecumseh et les guerriers autochtones, la milice britannique n'aurait pas pu résister à l'assaut. Tecumseh a disparu. Il est mort au cours de cette bataille. Son corps n'a jamais été retrouvé. Peut-être la tradition autochtone le voulait-elle, mais cela m'a frappé. Lorsque je suis allé aux Archives, j'ai demandé s'ils avaient un portrait de Tecumseh, et ils n'en avaient pas; mais ils avait toute une série de magnifiques portraits de chefs et de simples Autochtones de ce pays que personne n'a jamais vus.

Lorsque l'on dit que nous sommes trop eurocentriques, je suis d'accord, mais si vous occulter votre propre histoire et ne permettez pas aux Canadiens de voir cette histoire, c'est une forme d'autodafé. L'autodafé est un suicide culturel; vous vous tuez vous-mêmes.

C'est cela qui nourrit mon intérêt, ma passion et mon amour pour l'histoire canadienne. Vous ne pouvez être un sénateur et comprendre ce pays si vous n'avez pas une passion pour l'histoire canadienne, car si vous comprenez l'histoire canadienne, vous comprendrez à quoi sert le Sénat. C'est un élément de notre raison d'être ici : faire connaître les histoires inconnues que les gens ne veulent pas entendre. En font partie les contributions des Autochtones, et leur représentation visuelle.

To have that stored away in some locker room, to my mind, bothers me when I think about it. Do not get me upset; I am trying to be nice and positive. Do not get me started.

At the end of the day, this is what we will see. This is where history will be shown. If we have a virtual reality museum, ultimately we will be able to punch a button, and I will be able to get Tecumseh here.

Senator Cordy: Please do not apologize for your passion. It is wonderful to be this passionate about the national portrait gallery. Your love of the arts has shown through in the nine and a half years that I have been on the Hill, so thank you very much for all the work you have done in that area and specifically related to this bill.

I am also from Nova Scotia, as is Senator Ogilvie, and we have an amazing history with Louisbourg, the Acadians, Joseph Howe, freedom of the press, and we are fortunate to have another passionate person in Nova Scotia, Ruth Goldbloom. She was instrumental in the building of Pier 21, which is a wonderful museum showing the history of the people who have come through and to Nova Scotia and subsequently made their homes through all of Canada.

Similar to Senator Martin, I cannot forget my history as a teacher, so that is the road I would like to go down, though I am much older than her. We did not have the technology. Kits arrived at our school from the Canadian Museum of Nature, so things have come a long way.

I am very interested in the distribution to schools because that is important. I do agree with you that we need a central location. Without the central location, items are stored away and people do not know what is available to them as Canadians. While nothing compares to seeing the real thing — such as bringing a class to Ottawa to visit the portrait gallery — the second best thing is to bring the gallery to students throughout the country by virtual reality, by kits, by teachers' guides. In my mind, that would whet the appetite of the young people in the schools so that they would, as you did, want to find out more about a particular thing, to find out more about their country. We all agree that we do not know enough about or appreciate our own history. We tend to read the history of the United States, our neighbour, because they do a wonderful job. When you go to Washington to see the monuments, you think we should be doing more in our own country.

Do you envision the portrait gallery as being school-friendly in terms of teachers' guides, so that they do not have to be here specifically but can take a virtual tour? Do you see those types of things to whet the appetites of young people around the country?

Senator Grafstein: You took the words out of my mouth. Again, we have to start at a place; we have to put the exhibits together. I can see regular kits going out on different themes. Take the Aboriginal community in this country, for example. There is not an Aboriginal community; there are dozens of Aboriginal communities in this country. We think of them as being one face or one group, and they are not. There are dozens of

Que tout cela soit rangé dans un entrepôt me gêne chaque fois que j'y pense. Ne me provoquez pas; j'essaie de me montrer gentil et positif. Ne me tendez pas la perche.

Au bout du compte, voilà ce que nous verrons. C'est ici que l'histoire sera montrée. Si nous avons un jour un musée de réalité virtuelle, il nous suffira d'appuyer sur un bouton et je pourrai voir Tecumseh sur ce mur.

Le sénateur Cordy : Ne vous excusez pas d'être passionné. Il est merveilleux d'être aussi passionné au sujet du Musée national du portrait. Votre amour des arts a été manifeste au cours des neuf années et demie depuis que je suis sur la Colline, et je vous remercie de tout le travail que vous avez fait dans ce domaine et plus particulièrement sur ce projet de loi.

Je suis également de Nouvelle-Écosse, comme le sénateur Ogilvie, et nous avons une histoire étonnante avec Louisbourg, les Acadiens, Joseph Howe, la liberté de la presse, et nous avons la chance d'avoir une autre personne passionnée en Nouvelle-Écosse, Ruth Goldbloom. Elle a joué un rôle de premier plan dans la construction du Quai 21, qui est un merveilleux musée montrant l'histoire des immigrants qui sont passés par-là pour s'établir en Nouvelle-Écosse et un peu partout au Canada.

Comme le sénateur Martin, je ne puis oublier mon passé d'enseignante, et c'est donc la voie que j'aimerais suivre, bien que je sois beaucoup plus âgée qu'elle. Nous n'avions pas de mon temps la technologie. Nous recevions des trousseaux de documents du Musée canadien de la nature dans notre école, et les choses ont beaucoup changé depuis.

Je suis très intéressée par la distribution dans les écoles car c'est important. Je conviens avec vous qu'il faut un lieu central. Sans le lieu central, les œuvres sont en entrepôt et les Canadiens ignorent ce qui pourrait être à leur disposition. Si rien n'est comparable à l'expérience directe — par exemple en faisant venir une classe à Ottawa pour visiter le Musée du portrait — la deuxième meilleure solution est d'amener le musée aux élèves à travers le pays, par réalité virtuelle, par des trousseaux de documents, des guides pour enseignants. À mon avis, cela aiguïserait l'appétit des jeunes gens dans les écoles pour que eux aussi, comme vous, ils veuillent en savoir davantage sur un aspect particulier, mieux connaître leur pays. Nous convenons tous que nous ne connaissons pas ou n'apprécions pas suffisamment notre histoire. Nous tendons à lire l'histoire des États-Unis, de notre voisin, car ils la font très bien connaître. Lorsqu'on voit les monuments de Washington, on se dit que nous devrions faire plus chez nous.

Envisagez-vous que le Musée du portrait se mette au diapason des écoles, en offrant des guides d'enseignants, afin que les écoliers ne soient pas obligés d'être sur place mais puissent faire une visite virtuelle? Envisagez-vous ce genre de chose pour aiguïser l'appétit des jeunes de notre pays?

Le sénateur Grafstein : Vous m'enlevez les mots de la bouche. Encore une fois, il faut un point de départ. Il faut rassembler les expositions. J'envisage des trousseaux créés régulièrement sur différents thèmes. Prenez la collectivité autochtone de ce pays, par exemple. Il n'y a pas une collectivité autochtone, mais des douzaines de collectivités dans ce pays. Nous tendons à les imaginer comme ayant un seul visage, comme étant un seul

them. That is something that you learn in Ottawa at the Standing Senate Committee on Aboriginal Peoples, which I served on for years. Senator Nolin and I were on a number of committees together, and both of us were amazed at the number of Aboriginal groups in this country that have different identities and languages and are proud of that. Canada does not know that. We have the stereotypical notion that Aboriginal people are one type.

Louisbourg is one example. I led the Canada-United States Inter-Parliamentary Group, and amongst the first places we went to in Canada were Louisbourg and Charlottetown to teach the Americans that we were here in North America before they were. They did not know that. Over and over again, I am offended when I go to the United States. You all know that I spend more time in the United States than practically anyone else in Ottawa, advocating issues on behalf of Canada. Whenever I go to Capitol Hill, in Washington, D.C., I see the huge portrait that covers one wall. It is of the War of 1812, and it says that this is the war that the Americans won. Well, they did not win the war. Teddy Roosevelt wrote a book about the War of 1812. In it, he said that they won that war. It was nonsense. It was not correct. I was at all the battlefields. We won that war. Quite frankly, the Americans will not admit that we won the war because they have this portrait that thousands of people see and read and believe that they won that war.

It is important to have not only a factual history of the country but a visual demonstration of the country, and we have it. It is not as if we do not have it. We just want people to see it.

Teachers should be deeply involved in this. The Holocaust museum in Washington, which is excellent, sends out materials every week around the world. That Holocaust museum is not just a museum, it is a teaching tool. The national portrait gallery should be a teaching tool of our history. By the way, our history did not start in 1867. It started way before then. There are portraits at the gallery that demonstrate that. It is exciting stuff. It will make you all as passionate as I am.

The Chair: Thank you. I will now go to the where-from-here portion of the meeting. I would make two or three suggestions of whom we could have as a witness on this issue. Of course, we should have Minister Moore here from Canadian Heritage. I know of perhaps three national associations that might cover the national interest, but maybe people want to recommend some others; for example, the Canadian Museums Association, the Canadian Conference of the Arts and the Tourism Industry Association of Canada. I have stayed away from government entities and tried to stick with independent associations.

Does anyone else have ideas?

groupe, et ce n'est pas vrai. Il y en a des douzaines. C'est quelque chose que vous apprenez à Ottawa au Comité sénatorial permanent des peuples autochtones, auquel j'ai siégé pendant des années. Le sénateur Nolin et moi avons siégé ensemble à différents comités, et tous deux avons été étonnés par le nombre de groupes autochtones dans ce pays qui ont des identités et des langues différentes dont ils sont fiers. Le Canada ne sait pas cela. Nous avons cette notion stéréotypée des Autochtones comme un seul peuple.

Louisbourg est un exemple. J'ai conduit le Groupe interparlementaire Canada-États-Unis et les premiers endroits où je les ai emmenés au Canada était Louisbourg et Charlottetown, pour faire comprendre aux Américains que nous sommes arrivés en Amérique du Nord avant eux. Ils ne le savaient pas. Tant et tant de fois je me sens offensé lorsque je vais aux États-Unis. Vous savez tous que je passe plus de temps aux États-Unis que pratiquement n'importe qui d'autre à Ottawa, pour défendre le Canada. Chaque fois que je vais sur la Colline du Capitole, à Washington, je vois l'énorme tableau qui couvre tout un mur. Il représente la Guerre de 1812 et la légende dit que c'est une guerre que les Américains ont gagné. Eh bien, ils n'ont pas gagné cette guerre. Teddy Roosevelt a rédigé un ouvrage sur la Guerre de 1812. Il y dit qu'ils ont gagné cette guerre. C'est de la foutaise, Ce n'est pas vrai. J'ai visité tous les champs de bataille. Nous avons gagné cette guerre. Très franchement, les Américains ne veulent pas admettre que nous avons gagné cette guerre parce qu'ils ont ce tableau que des milliers de gens voient et lisent et qui leur fait croire qu'ils ont gagné cette guerre.

Il importe d'avoir non seulement une histoire factuelle du pays mais aussi une représentation visuelle de cette histoire, et nous l'avons. Ce n'est pas comme si nous ne l'avions pas. Nous voulons simplement que les gens puissent la voir.

Les enseignants devraient être impliqués de très près. Le Musée de l'Holocauste à Washington, qui est excellent, envoie chaque semaine des documents dans le monde entier. Le Musée de l'Holocauste n'est pas seulement un musée, c'est un outil pédagogique. Le Musée national du portrait devrait être un outil d'enseignement de notre histoire. D'ailleurs, notre histoire n'a pas commencé en 1867. Elle a commencé bien avant. Il existe des portraits aux Archives qui le démontrent. Ce sont des choses passionnantes. Elles vous rendront tous aussi passionné que moi.

Le président : Merci. Nous allons maintenant passer à la partie de la réunion où nous traitons de la suite de l'étude. J'aimerais formuler deux ou trois suggestions sur les témoins à inviter. Bien sûr, nous devrions recevoir ici le ministre du Patrimoine canadien, M. Moore. Je connais peut-être trois associations nationales qui pourraient couvrir l'intérêt national, mais vous en aurez peut-être d'autres à recommander; par exemple, l'Association des musées canadiens, la Conférence canadienne des arts et l'Association de l'industrie touristique du Canada. Je n'ai pas retenu d'entités gouvernementales, préférant m'en tenir à des associations indépendantes.

Quelqu'un d'autre a-t-il des idées?

Senator Segal: I suggest the Historica-Dominion Institute. I defer to Senator Nolin whether Quebec has anything similar.

[Translation]

Is there a similar institution in Quebec dedicated to promoting history? If so we could invite its representatives.

[English]

Mr. Chair, while he may no longer be a member of the chamber, he will be a strong proponent. Near the ending of the hearings, we could ask Senator Grafstein back to reflect on some of the evidence that we have received. That would be a way to close that circle. His perspective will be of immense value to us.

The Chair: I think it would be appropriate to invite back Citizen Grafstein.

I should point out, though, that Senator Joyal will take over the sponsorship of this bill from Senator Grafstein, and he will be coming to our meetings on it now.

I would like to try to keep this down to one meeting, but no more than two meetings if we can help it, because of our other workload. I think we are looking at that in the New Year.

Senator Eaton: If we get someone from the Historica-Dominion Institute, could we get someone who specializes in mounting travelling exhibitions to tell us about conservation problems and costs, someone with technical expertise in moving exhibitions across the country? I would like to know whether it is easy to do or not.

The Chair: Do you mean someone from the Historica-Dominion Institute with that expertise, or someone in addition?

Senator Eaton: I suggest someone in addition who could appear so that we do not have days and days of testimony.

The Chair: It could be that the minister might have someone on his staff. That is one place we could look.

Senator Eaton: One of our larger museums would have people involved in exhibitions.

The Chair: We will try to find someone such as that. Is there anyone else? With the number of people being suggested, when we get more from Quebec, we are probably looking at several meetings. We should limit it to that. We will limit it to two meetings and work out something from there.

That completes our deliberations today. Senator Grafstein, I think everyone has said that your arguments have been compelling. It has been very edifying and a very enjoyable way to spend our meeting on a Thursday morning.

Le sénateur Segal : Je propose l'Historica-Dominion Institute. Le sénateur Nolin devrait pouvoir nous dire si le Québec a quelque chose de similaire.

[Français]

Est-ce qu'il y a une institution semblable au Québec, qui est dévouée à la promotion de l'histoire? Si oui, on pourrait inviter ses représentants.

[Traduction]

Monsieur le président, même s'il ne sera plus sénateur, il restera un fervent promoteur. Vers la fin des audiences, nous pourrions inviter le sénateur Grafstein à revenir pour une réflexion sur les témoignages que nous aurons entendus. Ce serait une façon de boucler la boucle. Son point de vue nous sera immensément précieux.

Le président : Je pense qu'il serait approprié d'inviter à revenir le citoyen Grafstein.

Je fais remarquer, cependant, que le sénateur Joyal va reprendre le parrainage de ce projet de loi des mains du sénateur Grafstein, et il va dorénavant assister à nos réunions à son sujet.

J'aimerais limiter cela à une réunion si possible, mais deux au maximum, à cause de notre charge de travail autre. Je pense que ce sera au début de la nouvelle année.

Le sénateur Eaton : Si nous invitons quelqu'un de l'Historica-Dominion Institute, pourrions-nous avoir quelqu'un qui se spécialise dans le montage d'expositions itinérantes pour nous parler des problèmes de conservation et de coût, quelqu'un ayant l'expertise technique du déplacement d'expositions à travers le pays? J'aimerais savoir si c'est facile ou non.

Le président : Voulez-vous dire quelqu'un de l'Historica-Dominion Institute ayant ces connaissances, ou bien quelqu'un en sus?

Le sénateur Eaton : Je songe à quelqu'un en sus qui pourrait comparaître, pour éviter d'avoir des jours et des jours de témoignages.

Le président : Il se pourrait que le ministre ait quelqu'un dans son personnel. C'est un endroit où nous pourrions chercher.

Le sénateur Eaton : L'un de nos grands musées aura des gens qui s'occupent d'expositions.

Le président : Nous essaierons de trouver une telle personne. Quelqu'un d'autre? Vu le nombre de témoins proposés, lorsque nous en aurons en sus du Québec, il nous faudra probablement plusieurs réunions. Nous devrions nous en tenir à cela. Nous nous limiterons à deux réunions et verrons comment les choses tournent.

Cela met fin à nos délibérations d'aujourd'hui. Sénateur Grafstein, je crois que tout le monde a trouvé vos arguments convaincants. Cela a été très édifiant et une façon très agréable de passer notre réunion un jeudi matin.

Thank you very much.
(The committee adjourned.)

OTTAWA, Thursday, December 10, 2009

The Standing Senate Committee on Social Affairs, Science and Technology met this day at 10:50 a.m. to study the issue of accessibility of post-secondary education in Canada.

Senator Art Eggleton (*Chair*) in the chair.

[*Translation*]

The Chair: I would like to call the committee to order. Welcome to the Standing Senate Committee on Social Affairs, Science and Technology.

[*English*]

Today we continue on the subject of access to post-secondary education, particularly financial barriers relevant to the Aboriginal communities in Canada. I am pleased to welcome Kathleen Keenan, Director General of Education in the Department of Indian and Northern Affairs. We have, representing the National Aboriginal Achievement Foundation, Roberta Jamieson, President and Chief Executive Officer, no stranger to me in Toronto. The NAAF provides scholarships for post-secondary education to First Nations, non-status Indians, Metis and Inuit students involved in full- or part-time PSE programs. The NAAF has awarded over 8,000 bursaries and scholarships representing more than \$32 million. We also have with us to answer questions, from the same association, Dr. Noella Steinhauer.

From the National Aboriginal Caucus of the Canadian Federation of Students, we have Jaden Keitlah, Chairperson. The National Aboriginal Caucus of the Canadian Federation of Students is the voice for Aboriginal students in Canada and works towards uniting Aboriginal students across the country. The NAC has formed a working group on the Indian and Northern Affairs department's Post-Secondary Student Support Program and has been pressuring the federal government to increase the funding for that program to ensure that no eligible student is denied funding to pursue a post-secondary education.

Roberta Jamieson, President and Chief Executive Officer, National Aboriginal Achievement Foundation: Good morning. Bonjour. Greetings to every one of you, and thank you for the invitation to present to this committee.

I begin by acknowledging, of course, the Algonquin Nation in whose territory we are meeting. The focus of my presentation this morning is the future of our children, and of course the future of Canada. As I think about our obligations to the future and as we make decisions today that will impact them, I want to say to the committee that any decisions must include steps that we will take

Merci beaucoup.
(La séance est levée.)

OTTAWA, le jeudi 10 décembre 2009

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie se réunit aujourd'hui, à 10 h 50, pour étudier la question de l'accessibilité à l'éducation postsecondaire au Canada.

Le sénateur Art Eggleton (*président*) occupe le fauteuil.

[*Français*]

Le président : La séance est ouverte. Bienvenue au Comité des affaires sociales, des sciences et de la technologie.

[*Traduction*]

Aujourd'hui, nous poursuivons notre étude sur l'accessibilité à l'éducation postsecondaire, particulièrement les obstacles financiers qui touchent les collectivités autochtones au Canada. Je suis heureux d'accueillir Kathleen Keenan, directrice générale de l'éducation au ministère des Affaires indiennes et du Nord canadien. Nous recevons également Roberta Jamieson, présidente-directrice générale de la Fondation nationale des réalisations autochtones, que je connais bien à Toronto. La FNRA donne des bourses d'études postsecondaires à des membres des Premières nations, des Indiens non inscrits, des Métis et des Inuits qui suivent à temps plein ou à temps partiel des programmes postsecondaires. La FNRA a attribué plus de 8 000 bourses représentant une somme de plus de 32 millions de dollars. De la même association, nous recevons également Mme Noella Steinhauer pour répondre aux questions.

Il y a ensuite Jaden Keitlah, président du Caucus national des Autochtones de la Fédération canadienne des étudiantes et des étudiants. Le Caucus national des Autochtones est la voix des étudiants autochtones au Canada et travaille à réunir les étudiants autochtones de tout le pays. Le CNA a établi un groupe de travail chargé d'examiner le Programme de soutien aux étudiants de niveau postsecondaire du ministère des Affaires indiennes et du Nord canadien. Le CNA fait pression sur le gouvernement fédéral pour qu'il augmente les crédits accordés au programme, afin qu'aucun étudiant admissible ne se voie refuser le soutien financier nécessaire à la poursuite d'études postsecondaires.

Roberta Jamieson, présidente-directrice générale, Fondation nationale des réalisations autochtones : Bonjour. Je vous adresse mes meilleurs vœux et je vous remercie de m'avoir invitée à comparaître devant le comité.

Je débute en faisant part de ma reconnaissance, bien sûr, à la nation algonquine car nous sommes aujourd'hui dans son territoire traditionnel. Mon exposé portera essentiellement sur l'avenir de nos enfants et, évidemment, sur l'avenir du Canada. Je me suis posée la question de savoir quelles sont nos obligations envers l'avenir et comment les décisions que nous prenons

to enable Canada's fastest growing demographic group — Aboriginal youth, First Nations, Metis and Inuit — to realize their potential.

This will not just happen. If we look at the growth in the population and the advances being made by the non-Aboriginal population of students, we are not really moving ahead all that much in this country. The statistics tell us the gap is widening, not shrinking.

In 2004, the Auditor General of Canada predicted that, at the current rate of improvement, it would take 28 years for First Nations to catch up with the non-Aboriginal population of students.

Statistics Canada told us in 2006 that the Aboriginal population graduation rate had increased from 6 per cent in 2001 to 8 per cent. However, the non-Aboriginal graduation rate went from 20 per cent to 23 per cent. The bottom line is the gap has become a point wider, and growing.

Earlier this year the Centre for the Study of Living Standards drew our attention to some pretty hard-nosed economic facts that we cannot dodge. Unless we do something about the education of indigenous youth, hundreds of thousands of them will not be available to help Canada deal with the shrinking labour force, nor will they be able to contribute to our economy. Instead, they will contribute to a ballooning social deficit. The cost of maintaining entire communities in poverty are well known to you; a heavy price in human and economic terms for all of us.

The good news is the centre said there are savings to be had: \$115 billion on just the expense side of the ledger over the next 15 years if we close the gap. They also told us that that would give a whopping \$401 billion cumulative positive impact on Canada's GDP.

We really do need to address this situation. The issues that Aboriginal youth face impact, I think clearly, not just on the lives of our young people but also on Canada and the lives of Canadians, in two ways. The low economic results of Aboriginal economic activity are detrimental to the whole economy. Our failure to realize the potential that these youth have in Canada, if they were educated and able to contribute, is a huge expense and loss.

There are three challenges. First, many more Aboriginal students must graduate from high school. Second, those who do graduate and want to pursue post-secondary education must have access to it, both in terms of the finances to complete their studies successfully and in terms of removing barriers that prevent access. Third, they must be supported once they are in post-secondary institutions to stay, complete and succeed in their studies.

aujourd'hui auront un impact sur l'avenir; je tiens à dire au comité que toute décision doit inclure des mesures pour permettre au groupe canadien qui connaît la plus forte croissance démographique — c'est-à-dire les jeunes autochtones, ce qui comprend les Premières nations, les Métis et les Inuits — de réaliser son plein potentiel.

Cela ne va pas se produire par hasard. Si nous observons la croissance de la population autochtone et l'avancée de la population des étudiants non autochtones, nous voyons que nous n'avons pas beaucoup progressé au pays. Les statistiques montrent que cet écart se creuse au lieu de se réduire.

En 2004, la vérificatrice générale du Canada a prédit qu'au rythme actuel d'amélioration, il faudra 28 ans aux Premières nations pour rattraper la population d'étudiants qui ne sont pas membres des Premières nations.

Les données du recensement de 2006 de Statistique Canada indiquent qu'en 2001, le taux d'obtention de diplôme chez la population autochtone est passé de 6 à 8 p. 100 alors que celui des non-Autochtones est passé de 20 à 23 p. 100. Autrement dit, l'écart s'est encore creusé, et cela se poursuit.

Au début de l'année, le Centre d'étude des niveaux de vie a attiré notre attention sur des faits économiques indisputables et inéluctables. Si nous ne faisons pas quelque chose au sujet de l'éducation de la jeunesse autochtone, des centaines de milliers de jeunes ne pourront pas aider le Canada à faire face à une diminution de la population active. Ces jeunes ne pourront pas non plus apporter leur contribution à l'économie canadienne. Au lieu de cela, ils contribueront à amplifier un déficit social grandissant. Vous n'êtes pas sans savoir que le fait de maintenir d'entières communautés dans un état de pauvreté entraîne un coût élevé, en termes humains et économiques, pour nous tous.

La bonne nouvelle, c'est que le centre montre qu'une économie de 115 milliards de dollars sur 15 ans peut être réalisée au niveau des dépenses si nous comblons cet écart. Toujours selon le centre, une telle économie entraînerait un impact cumulatif impressionnant de 401 milliards de dollars sur le PIB du Canada.

Nous devons vraiment remédier à cette situation. Les problèmes auxquels font face les jeunes autochtones ont, de toute évidence, un impact non seulement sur la vie de nos jeunes mais aussi sur le Canada et la vie des Canadiens, de deux façons. Le faible rendement des activités économiques des Autochtones est un frein pour l'ensemble de l'économie. Ne pas reconnaître le potentiel économique que représentent ces jeunes au Canada, s'ils étaient instruits et aptes à contribuer, est une perte coûteuse.

Nous faisons donc face à trois défis. Premièrement, il faut accroître le nombre d'étudiants autochtones qui terminent leurs études secondaires. Deuxièmement, les étudiants autochtones qui terminent leurs études secondaires et souhaitent poursuivre des études postsecondaires doivent y avoir accès et ce, en disposant des ressources financières qui leur permettent de terminer leurs études avec succès et en supprimant les obstacles qui les empêchent d'y accéder. Troisièmement, une fois que les étudiants autochtones entreprennent leurs études postsecondaires, il faut les appuyer pour qu'ils terminent leurs études et obtiennent leur diplôme.

As the CEO of the foundation, I get to see both sides of the picture. I get to see what happens when there is excitement, motivation and funding for our students to complete their studies. I also get to see the pain when students do not have the support to continue.

Our job is to give young people the tools, to work with the private sector — within which we have significant partners — the public sector, individual donors and the philanthropic sector in Canada, all of whom want to come to grips, I believe, with this challenge.

The foundation is well known for its work, and I am very proud to be its CEO. By the end of this year, we will have increased our statistics to \$34 million for 10,000 students. We have a well-known jury system. Many people have entrusted us with their endowments in excess of \$25 million for education. We have in place policies and procedures, which I would be happy to tell you more about in the question period, that ensure sound stewardship of the funds we have been given. We provide equitable access of funding across Canada to students. We have performance measurement procedures and an accountability regime, which we have worked hard to put in place, and of which we are very proud.

Once we do award scholarships and bursaries, we also track and monitor students. We can tell you where our students are from, what their economic status is, what their needs are, age, gender, where and what they are studying.

Last year — I have shared documents with all of you on the foundation — we supported 74 doctors and dentists, 56 lawyers, 40 in business and commerce, 163 nurses, and I could go on.

This is a beginning and we are proud of it. However, we are not even able to meet 27 per cent of the needs of the students who come to us. We have a challenge. We must grow the pool of high school graduates, and then we cannot fail them when they graduate. We must be there to lift them up and support them. It will take all of us and all sectors — public, private and individual Canadians — if we are to change this picture for Canada.

Our young people are known for two things: They are the fastest growing demographic and least likely to get out of high school. I am delighted to see this committee's interest in working to change that picture.

I hope you will make the commitment to continue to work towards success in this endeavour because surely it is an investment we all should make. Our people believe in education, both in terms of traditional values and in terms of today's science and approaches. They hold the key to our economy and prosperity in the decades ahead for our people and for Canada as well.

En tant que présidente-directrice générale de la fondation, je vois les deux côtés de la médaille. D'une part, je vois ce qui se passe lorsque nos étudiants sont enthousiastes, motivés et reçoivent du financement pour terminer leurs études; d'autre part, je vois la souffrance des étudiants qui n'ont pas l'appui nécessaire pour poursuivre leurs études.

Notre mandat est de donner aux jeunes les outils nécessaires, tout en travaillant avec le secteur privé — où nous comptons d'importants partenaires —, le secteur public, les particuliers qui font des dons et le secteur philanthropique au Canada, et je crois qu'ils veulent tous corriger la situation.

La fondation est réputée pour son travail, et je suis fière d'en être la présidente-directrice générale. D'ici la fin de l'année, nous aurons accordé 34 millions de dollars à 10 000 étudiants. Nous avons un système de jury bien connu. De nombreuses personnes nous ont accordé des dons pour l'éducation, pour une valeur de plus de 25 millions de dollars. Nous avons mis en place des politiques et des procédures pour garantir une bonne gestion des fonds qui nous sont confiés, et je serai heureuse de vous en parler plus longuement durant la période des questions. Nous offrons un accès équitable au financement pour les étudiants partout au Canada. Nous disposons de procédures de mesure du rendement et un régime de responsabilisation, que nous avons travaillé fort à mettre en place et dont nous sommes très fiers.

Lorsque des bourses d'excellence ou des bourses d'études sont octroyées, nous suivons et contrôlons les progrès des étudiants. Nous pouvons vous dire d'où proviennent les étudiants, quelle est leur situation économique, quels sont leurs besoins, leur âge, leur sexe ainsi que leur établissement et leur programme d'études.

L'année dernière — et je vous ai distribué des documents sur la fondation —, nous avons appuyé 74 étudiants en médecine et en soins dentaires, 56 en droit, 40 en affaires et en commerce, 163 en soins infirmiers, et j'en passe.

C'est un début, et nous en sommes fiers. Toutefois, nous ne sommes même pas en mesure de couvrir 27 p. 100 des besoins des étudiants qui viennent nous voir. Nous avons un défi à relever. Nous devons accroître la réserve de diplômés du secondaire, et nous ne pouvons pas les décevoir une fois qu'ils obtiennent leur diplôme. Nous devons être là pour leur prêter main-forte. Il faudra la collaboration de tout le monde et de tous les secteurs — le secteur public, le secteur privé et les particuliers canadiens — si nous voulons remédier à la situation au Canada.

Nos jeunes savent deux choses : ils constituent le groupe qui connaît la plus forte croissance démographique et ils ont le moins de chances de terminer leurs études secondaires. Je me réjouis de voir que le comité s'intéresse à corriger la situation.

J'espère que vous prendrez l'engagement de continuer à travailler là-dessus pour assurer la réussite de cette entreprise parce qu'il s'agit sans aucun doute d'un investissement que nous devrions tous faire. Nos gens sont persuadés que l'éducation, aussi bien au niveau des valeurs traditionnelles qu'au niveau de la science et des approches actuelles, est la clé du succès de notre économie et de notre prospérité dans les décennies à venir — non seulement pour notre peuple, mais aussi pour le Canada.

When you think of the foundation, I hope you will think of us as an investor in our future. Our future is Canada's future. I am delighted that Dr. Noella Steinhauer is with me, and we will share questions. She is the director of our education department and oversees the scholarships and bursaries.

You have materials on all the scholarships and bursaries we offer and who supports them, and you can see the excitement in the faces of the students that we profile in these materials.

The Chair: Thank you very much. That was a powerful presentation, and we appreciate the good work you are doing.

Jaden Keitlah, Chairperson, National Aboriginal Caucus of the Canadian Federation of Students: Good morning. I thank you for the opportunity to speak to you in the traditional territories of the Algonquin Nation.

I am the National Aboriginal Caucus Chairperson for the Canadian Federation of Students. The caucus is the voice for Aboriginal students across the country. With members at campuses from St. John's to Victoria, the National Aboriginal Caucus puts the issues of Aboriginal students on the national agenda. I would like to take this time to talk to you about access to education for Aboriginal peoples.

Canadians have long seen post-secondary education as a way to improve our country's standard of living and as an important part of developing a more equitable society. Those who attend college or university are more likely to be engaged citizens, be healthier and rely less on the social safety net.

Unfortunately, there remains a staggering gap in post-secondary participation rates between Aboriginal and non-Aboriginal Canadians. While 23 per cent of non-Aboriginal Canadians have a university degree, only 8 per cent of Aboriginal Canadians have attained the same level of education. Although Aboriginal people face numerous barriers, the high cost of college and universities remains one of the most significant barriers.

Currently, the government provides financial assistance to status First Nations and Inuit students through the Post-Secondary Student Support Program, PSSSP, which is administered through Indian and Northern Affairs. Although the Aboriginal population is the fastest growing in Canada, the increases in funding for the PSSSP have been capped at 2 per cent per year since 1996. These increases have not kept up with inflation, let alone increases in the Aboriginal population.

The population of Aboriginal communities is also increasing at a staggering rate. Currently, 50 per cent of Aboriginal Canadians are below the age of 25 years. Many of these young people are in

Quand vous pensez à la fondation, j'espère que vous la considèrerez comme un organisme qui investit dans notre avenir. Notre avenir est l'avenir du Canada. Je suis heureuse que Mme Noella Steinhauer m'accompagne aujourd'hui pour m'aider à répondre aux questions. Elle est la directrice de notre division de l'éducation et elle surveille les bourses d'excellence et d'études.

On vous a remis des documents sur l'ensemble des bourses que nous attribuons et les commanditaires qui les financent. On peut lire l'enthousiasme sur les visages des étudiants que nous avons mis en vedette dans ces documents.

Le président : Merci beaucoup. Ce fut un exposé puissant, et nous apprécions votre excellent travail.

Jaden Keitlah, président, Caucus national des Autochtones de la Fédération canadienne des étudiantes et étudiants : Bonjour. Je tiens à vous remercier de m'avoir invité à comparaître dans les territoires traditionnels de la nation algonquienne.

Je suis le président du Caucus national des Autochtones de la Fédération canadienne des étudiantes et des étudiants. Le caucus est la voix des étudiants autochtones partout au pays. Ayant des membres dans tous les campus, de St. John's à Victoria, le Caucus national des Autochtones met à l'ordre du jour national les problèmes des étudiants autochtones. J'aimerais profiter de l'occasion pour vous parler de l'accessibilité à l'éducation pour les peuples autochtones.

Depuis longtemps, les Canadiens considèrent l'éducation postsecondaire comme un outil pour améliorer leur niveau de vie et un important volet du développement d'une société plus équitable. Ceux qui fréquentent le collège ou l'université ont plus de chances de devenir des citoyens engagés, d'être en bonne santé et d'avoir moins recours au filet de sécurité sociale.

Malheureusement, un écart notable persiste dans les taux de participation aux études postsecondaires entre les Canadiens autochtones et les Canadiens non autochtones. Alors que 23 p. 100 des Canadiens non autochtones sont titulaires d'un diplôme universitaire, seulement 8 p. 100 des Canadiens autochtones possèdent le même niveau d'éducation. Même si les Autochtones font face à de nombreux obstacles, le coût élevé des études collégiales et universitaires reste l'une des principales barrières.

À l'heure actuelle, le gouvernement fournit une aide financière aux Indiens inscrits et aux Inuits par l'entremise du Programme de soutien aux étudiants du niveau postsecondaire, le PSENP, qui est administré par Affaires indiennes et du Nord Canada. Même si la population autochtone connaît le taux de croissance le plus important au Canada, un plafond annuel de 2 p. 100 est imposé depuis 1996 sur la majoration du financement du PSENP. Ce taux n'a pas été ajusté en fonction de l'inflation, et encore moins de la croissance démographique des Autochtones.

La population des collectivités autochtones est également en train d'augmenter à un rythme effréné. À l'heure actuelle, 50 p. 100 des Canadiens autochtones sont âgés de moins de

the zero to 14-age range and will be seeking to exercise their right to post-secondary education funding over the next few years.

Further exacerbating this situation is the fact that tuition fees have increased in virtually every jurisdiction in Canada. This year alone, average tuition fees in Canada increased by 3.6 per cent, averaging \$4,724 a year for an undergraduate program. While these increases have a negative impact on access to education for all students, Aboriginal students are hit particularly hard, as tuition fee increases depreciate the value of funding for Aboriginal students.

As a result, bands have had to make difficult decisions, such as limiting the number of students that can attend college or university, reducing the amount of funds going to each student, or denying funding for programs that may be more expensive, such as law or medicine. In all cases, students are finding it increasingly difficult to access post-secondary education and Aboriginal communities lose out.

The impact of increasing costs and reduced available funding is made patently clear by the statistics regarding the number of funded students. Currently, the program supports approximately 23,000 students, down from nearly 30,000 a decade ago. This lack of funding is shutting many Aboriginal people out of university and college. Over the past decade, more than 13,000 applicants to the program who were ready, willing and able to attend post-secondary have been denied access to education because of this combination of chronic underfunding and the increasing cost of education in Canada.

With more people trying to access diminishing resources, it is time to take action on Aboriginal education. The National Aboriginal Caucus of the Canadian Federation of Students is calling for an immediate lift on the 2 per cent cap on the Post-Secondary Student Support Program. In addition, the federal government should identify First Nations and Inuit learners who have been denied access to funding due to insufficient allocations and ensure that they are provided with adequate funding.

The funding disbursed through the PSSSP has a proven track record for those who can access it. Most Aboriginal students who are able to access funding through the PSSSP succeed in completing their studies and find meaningful work. Regardless of their place of residence, the majority of Aboriginal graduates return to work in their communities and find employment in their field of study. They achieve economic self-reliance and in turn, they help to develop healthy and stable communities.

25 ans. La plupart de ces jeunes font partie du groupe des 0 à 14 ans, ce qui signifie qu'ils chercheront à exercer leur droit d'accès au financement des études postsecondaires au cours des cinq prochaines années.

Un autre facteur qui aggrave la situation, c'est que les frais de scolarité ont augmenté dans presque chaque province et territoire au Canada. Cette année seulement, les frais de scolarité moyens au Canada ont augmenté de 3,6 p. 100, ce qui donne une moyenne de 4 724 \$ par année pour un programme de premier cycle. Bien que cette hausse ait un impact négatif sur l'accès à l'éducation pour tous les étudiants, les étudiants autochtones sont particulièrement touchés puisque la hausse des frais de scolarité diminue la valeur du financement accordé aux étudiants autochtones.

Par conséquent, les bandes sont forcées de prendre des décisions difficiles, notamment celles de limiter le nombre d'étudiants pouvant fréquenter le collège ou l'université, de réduire le montant du financement accordé à chaque étudiant ou de refuser du financement pour des programmes susceptibles d'être trop coûteux, comme le droit ou la médecine. Dans tous les cas, les étudiants ont de plus en plus de mal à accéder à l'éducation postsecondaire, et les collectivités autochtones en souffrent.

L'impact de la hausse continue des coûts et de la disponibilité réduite du financement est clairement mis en évidence par les statistiques concernant le nombre d'étudiants financés. À l'heure actuelle, le programme appuie environ 23 000 étudiants, une baisse par rapport à presque 30 000 il y a une décennie. Le manque de financement fait en sorte que de nombreux Autochtones ne parviennent pas à fréquenter le collège et l'université. Au cours de la dernière décennie, plus de 13 000 étudiants qui avaient fait une demande de financement auprès du programme et qui étaient prêts à fréquenter un établissement d'enseignement postsecondaire se sont vu refuser l'accès à l'éducation à cause de cette combinaison de facteurs, à savoir le sous-financement chronique et la hausse des frais de scolarité au Canada.

Résultat : plus de demandeurs, moins de ressources. Il est donc grand temps de passer à l'action dans le domaine de l'éducation des Autochtones. Le Caucus national des Autochtones de la Fédération canadienne des étudiantes et des étudiants exhorte l'élimination immédiate du plafond de 2 p. 100 imposé au Programme de soutien aux étudiants du niveau postsecondaire. De plus, le gouvernement fédéral devrait identifier les étudiants inuits et les étudiants membres des Premières nations qui se sont vus refuser l'accès à du financement en raison d'un manque de fonds, et veiller à ce qu'ils obtiennent du financement adéquat.

Les fonds déboursés par le PSENP se sont avérés utiles pour ceux qui y ont eu accès. Une majorité des étudiants autochtones ayant pu toucher des fonds du PSENP ont réussi à terminer leurs études et à trouver un emploi intéressant. Nonobstant leur lieu de résidence, une majorité des diplômés autochtones retournent travailler dans leur collectivité et ils trouvent un emploi dans leur domaine d'études. Ils deviennent financièrement autonomes et contribuent au développement de collectivités saines et stables.

As well, not all Aboriginal students qualify for the Post-Secondary Student Support Program. Although non-status First Nations and Metis students face many of the similar challenges in accessing post-secondary education, they are not eligible for the program and must rely on other sources of funding. It is also important for the federal government, in cooperation with Aboriginal organizations, to develop a plan to extend financial assistance to Metis and non-status First Nations through the Post-Secondary Student Support Program.

To conclude, the cost of sitting idly by while the Aboriginal population grows and poverty continues to be a problem will far exceed the cost of providing Aboriginal treaty rights to education.

Thank you for your time. I look forward to your questions.

Kathleen Keenan, Director General of Education, Indian and Northern Affairs Canada: Good morning. Thank you very much for your interest in this subject. It is one that can make a huge difference to the future of students and to Canada.

[Translation]

Thank you, Mr. Chair. I appreciate the opportunity to appear before the committee today to speak about access to post-secondary education in Canada.

[English]

As you know, post-secondary education plays a critical role in learners' future life chances, but it is also critical to our country's future. Dr. Jamieson spoke earlier about the study done by the Canadian Centre for Living Standards, which looked at what kind of an impact post-secondary education could have on Canada's productivity.

Accordingly, the government has an important role to play in ensuring that Canada has a well-educated and highly skilled workforce. That is why it invests more than \$9.8 billion in post-secondary education.

[Translation]

This includes about \$2.1 billion in grants, scholarships and loans to students, \$1.8 billion to help students and families save for education, and about \$3.2 billion in transfers to provinces, as well as investments in research.

[English]

The Canada Student Loans Program and the Canada Student Grant Program, the latter recently put in place September 2009, promote accessibility to post-secondary education for students with demonstrated financial need. In addition to the comprehensive suite of loans and grants made available to

Autre point : ce ne sont pas tous les étudiants autochtones qui sont admissibles au Programme de soutien aux étudiants du niveau postsecondaire. Même si les étudiants membres non inscrits des Premières nations et les étudiants métis font face à bon nombre des mêmes défis dans l'accès à l'éducation postsecondaire, ils ne sont pas admissibles au programme et doivent recourir à d'autres sources de financement. Il est donc également important que le gouvernement fédéral, en collaboration avec les organisations autochtones, élabore un plan pour élargir la portée du Programme de soutien aux étudiants du niveau postsecondaire afin d'inclure les Métis et les membres non inscrits des Premières nations.

Pour conclure, on ne peut se permettre de se croiser les bras pendant que la population autochtone augmente et que la pauvreté demeure un problème; le prix de l'inaction dépassera de loin le prix qu'il faut payer pour permettre aux Autochtones d'exercer leurs droits d'accès à l'éducation en vertu des traités.

Merci de votre temps. Je me ferai un plaisir de répondre à vos questions.

Kathleen Keenan, directrice générale de l'éducation, Affaires indiennes et du Nord Canada : Bonjour. Merci beaucoup de l'intérêt que vous portez à ce dossier. Il s'agit d'un sujet crucial pour l'avenir des étudiants et du Canada.

[Français]

Merci, monsieur le président. Je suis heureuse de me présenter devant votre comité aujourd'hui pour vous parler de l'éducation postsecondaire au Canada.

[Traduction]

Comme vous le savez, l'éducation postsecondaire est essentielle à l'amélioration des perspectives de vie des apprenants. Elle est également fondamentale pour l'avenir de notre pays. Mme Jamieson a parlé tout à l'heure de l'étude effectuée par le Centre d'étude des niveaux de vie, qui a examiné le type d'impact que l'éducation postsecondaire pourrait avoir sur la productivité du Canada.

Par conséquent, le gouvernement a un rôle important à jouer pour s'assurer que le Canada se dote d'une main-d'œuvre éduquée et spécialisée. C'est pourquoi il investit plus de 9,8 milliards de dollars dans l'éducation postsecondaire.

[Français]

Cette somme se répartit comme suit : environ 2,1 milliard de dollars en subventions, bourses d'étude et prêts aux étudiants; 1,8 milliard de dollars afin d'aider les étudiants et leurs familles à épargner pour les études et quelque 3,2 milliards en transfert aux provinces ainsi que des investissements dans la recherche.

[Traduction]

Le Programme canadien de prêts aux étudiants et le nouveau Programme canadien de subventions aux étudiants, qui a été mis en place en septembre 2009, cherchent à favoriser l'accès aux études postsecondaires pour les étudiants qui ont des besoins financiers reconnus. En plus de la gamme complète de prêts et

students under the program, Human Resources and Skills Development Canada provides other programs and services to help students and their families make informed choices about post-secondary education. It also plays an important role in developing relationships and partnerships with provincial and territorial governments, as well as other organizations, such as those representing teachers, professions and student organizations.

Starting this fiscal year, an additional \$350 million was invested in the new grant for students from low- and middle-income families. These investments are to rise to \$430 million in 2012-13.

In addition to loans and grants, Human Resources and Skills Development Canada also administers a range of interest relief, debt relief, tax measures and incentives to mitigate the financial demands that the decision to pursue higher education places on students. These measures include the Canada Learning Bond and the Canada Education Savings Grant, both of which are designed to act as savings incentives.

All students, including all Aboriginal students, can benefit from these resources, programs and services. We also should note that there are many other support services and resources provided by other key partners, including provincial and territorial governments, post-secondary institutions, the private sector and the voluntary sector.

In order to respond to the unique challenges facing First Nation and Inuit students, funding is also provided to First Nations or their regional organizations to help students access post-secondary education. This program was referred to earlier by my colleagues. In 2008-09, approximately 22,000 students received about \$292 million.

[Translation]

In 2008-09, approximately 22,000 students received about \$292 million to help with the cost of tuition fees, books, transportation and living allowances.

[English]

As my colleagues noted earlier, there has been some progress made in increasing the number of First Nation Inuit students who are completing post-secondary education. The census numbers referred to earlier indicate an increase from 2001 to 2006 of 5 per cent to 7 per cent. However, clearly that is not keeping pace with the corresponding increase that is taking place in the non-Aboriginal population and the huge gap that already exists, where we now see 23 per cent of non-Aboriginal people with a university degree.

The Indian and Northern Affairs Post-Secondary Education Program is helping to make a difference. The fact that 22,000 students are accessing funding from the program is

de subventions offerts aux étudiants admissibles dans le cadre des programmes, Ressources humaines et Développement des compétences Canada dispose d'autres programmes et ressources pour aider les étudiants et leurs familles à faire des choix éclairés en matière d'éducation postsecondaire. En outre, il joue un rôle de premier plan dans l'établissement de partenariats avec les gouvernements provinciaux et territoriaux de même qu'avec les organismes représentant les enseignants, les professionnels et les étudiants.

À compter du présent exercice financier, 350 millions de dollars additionnels seront injectés dans une nouvelle subvention pour étudiants issus de familles à revenu faible ou moyen. Ces investissements atteindront 430 millions de dollars en 2012-2013.

En plus de ces prêts et subventions, Ressources humaines et Développement des compétences Canada administre diverses mesures d'exemption d'intérêts, d'allègement de la dette et d'incitation fiscale afin d'atténuer la pression financière qu'exerce la décision de poursuivre des études postsecondaires. Parmi ces mesures, on note le Bon d'études canadien et la Subvention canadienne pour l'épargne-études, deux outils d'incitation à l'épargne.

Tous les étudiants, y compris les Autochtones, peuvent profiter de ces ressources, de ces programmes et de ces services. Sachez également que toute une panoplie d'autres services et ressources sont proposés par des partenaires clés, y compris les gouvernements provinciaux et territoriaux, les établissements postsecondaires, le secteur privé et le secteur bénévole.

Afin de relever les défis propres aux étudiants autochtones et inuits, on fournit également du financement aux Premières nations ou à leurs organisations régionales afin d'aider ces étudiants à accéder à l'éducation postsecondaire. Mes collègues ont parlé plus tôt de ce programme. En 2008-2009, environ 22 000 étudiants ont reçu approximativement 292 millions de dollars.

[Français]

En 2008-2009, 22 000 étudiants ont reçu environ 292 millions de dollars pour les aider à payer leurs frais de scolarité, leurs livres, leurs déplacements et leurs frais de subsistance.

[Traduction]

Comme mes collègues l'ont fait remarquer plus tôt, on a réussi à faire augmenter quelque peu le nombre d'étudiants autochtones et inuits qui terminent leur éducation postsecondaire. Selon les chiffres du recensement dont on a parlé plus tôt, ce nombre a augmenté de 5 à 7 p. 100 de 2001 à 2006. Cette augmentation n'est pas aussi marquée que celle que l'on note au sein de la population non autochtone; l'écart significatif qui existe déjà s'accroît, et ce sont maintenant 23 p. 100 des étudiants non autochtones qui obtiennent un diplôme universitaire.

Le Programme d'éducation postsecondaire du ministère des Affaires indiennes et du Nord contribue à faire changer les choses, notamment en offrant du financement à 22 000 étudiants.

significant. However, this is not enough and not fast enough. As well, this number has been dropping over time, at a time when the demand and what we would expect to be the uptake should be increasing.

That is why in Budget 2008 the Government of Canada committed to review Indian and Northern Affairs' Post-Secondary Education Program in order to ensure that it is both coordinated with other programs and, in particular, that it provides the support that First Nation and Inuit students need to stay in school and complete their education.

As many of you know, the Government of Canada, parliamentary committees and outside evaluators program have examined the program a number of times over the past several years, and the same issues have been identified again and again. That is partly why this review has been put in place.

The common observation is that the current programming does not ensure that students who most need support are getting funding. The awareness among First Nations and Inuit youth of the full range of options for post-secondary education funding is limited, particularly for students on reserve.

The other high correlation between students on reserve is that the lowest graduation rate is amongst First Nations on reserve. This rate is not what it should be in the general population for students who are in provincial schools, nor is it for Metis and non-status Indians, but the lowest of all, the most challenging, is for those students who are on reserve. There also needs to be better information on the results being achieved by the program, and part of that has to do with the data information system that needs to be developed.

Furthermore, many of you may have seen a departmental audit that was released to the public in March of 2009. That audit provided 14 recommendations in areas related to program funding, management and accountability. The audit, and this is the telling part, was unable to assure that the objectives of the programs are being met. That is why work on the audit is under way and why the review of the program is also under way.

As you know, education is key to a better future for a young and growing Aboriginal population. Mr. Chairperson, there is no simple solution to the educational challenges facing this growing population. However, both the review and the audit of the Post-Secondary Education Program present an opportunity for all partners to look at the full range of issues for First Nation and Inuit students who want to pursue their educational goals and, in turn, make a greater contribution to their communities and to Canada.

Thank you for the opportunity to discuss this critical issue.

The Chair: Thank you for your presentation of the government program. I will start with a question to you, Ms. Keenan. The other witnesses have talked about the 2 per cent cap and the fact

Cependant, ce n'est pas suffisant et ce n'est pas assez rapide. De plus, ce chiffre diminue au fil du temps, alors que la demande et la participation anticipée devraient augmenter.

Voilà pourquoi, dans le Budget de 2008, le gouvernement du Canada s'est engagé à examiner le Programme d'éducation postsecondaire du ministère des Affaires indiennes et du Nord afin d'en assurer la coordination avec les autres programmes et, notamment, de veiller à ce qu'il offre aux étudiants autochtones et inuits le soutien dont ils ont besoin pour poursuivre leurs études et terminer leur éducation.

Comme bon nombre d'entre vous le savent, le gouvernement du Canada, les comités parlementaires et le programme d'évaluateurs extérieurs se sont penchés sur le programme à plusieurs reprises au cours des dernières années et ont toujours noté les mêmes problèmes. C'est en partie pourquoi le présent examen a été entrepris.

Ils ont notamment remarqué que le programme actuel ne permet pas aux étudiants qui en ont le plus besoin d'obtenir du financement. Les jeunes Autochtones et Inuits sont mal informés de toutes les options qui s'offrent à eux sur le plan de l'éducation postsecondaire, un fait particulièrement criant sur les réserves.

Ils ont en outre observé que le taux de diplomation est inférieur chez les étudiants qui demeurent sur les réserves des Premières nations. Ce taux n'est pas celui qu'il devrait être dans la population générale des étudiants qui fréquentent les écoles provinciales, chez les Métis et les Indiens non inscrits; mais le taux le plus bas, celui qui est le plus difficile à corriger, est celui des étudiants qui demeurent sur les réserves. Il faut également mieux connaître les résultats du programme, et il faut pour cela développer le système de gestion de données.

En outre, vous êtes nombreux à avoir vu le rapport de la vérification ministérielle publié en mars 2009. Ce rapport comprenait 14 recommandations dans des domaines relatifs au financement, à la gestion et à la reddition de comptes du programme. Il est révélateur que cette vérification n'a pas permis de déterminer si le programme atteignait ses objectifs. Voilà pourquoi on se penche sur la vérification et procède également à l'examen du programme.

Comme vous le savez, l'éducation est essentielle si l'on veut assurer un avenir meilleur à la population autochtone, qui est jeune et en croissance. Monsieur le président, il n'existe pas de solution simple aux défis que cette population doit relever sur le plan de l'éducation. Cependant, l'examen et la vérification du Programme d'éducation postsecondaire offrent à tous les partenaires l'occasion d'examiner l'éventail de problèmes auxquels sont confrontés les étudiants autochtones et inuits qui veulent poursuivre leur éducation et ainsi faire une plus grande contribution au sein de leurs communautés et du Canada.

Je vous remercie de m'avoir donné l'occasion d'aborder cette question essentielle.

Le président : Merci de votre exposé sur le programme du gouvernement. Je commencerai en vous posant une question, madame Keenan. Les autres témoins ont évoqué la limite de

that Metis and non-status Indians are not included in this. I would like you to comment on why the cap is in place and why the other groups are excluded.

We just finished a report on poverty and placed it before the Senate. The report talked about how extensively overrepresented the Aboriginal population is in terms of poverty experienced in this country. I remember hearing from deponents who said that if we could just cut the dropout rate of the Aboriginal population down to the same dropout rate as the population as a whole, we would be saving billions of dollars of taxpayer's money. If you carry that through into post-secondary education, the same kind of story would come forth. We are perhaps not spending the money the right way and doing the right thing and getting people the kind of education they need to get them and their families out of poverty.

You even said in your report that this audit was unable to assure that the objectives of the program are being met. That seems to say something. Although it does not terribly surprise me, it does worry me, because what does that mean in terms of the program now? Does it mean there will be many more delays before there are changes made in the program?

Ms. Keenan: Your questions are very timely, both in terms of the ongoing work on the recommendations coming out of the audit as well as in terms of the work that is under way as part of the review. Your questions are at the heart of what that review is about. What needs to be done to best ensure that First Nation and Inuit students have full access to post-secondary education and are able to complete it?

Roberta Jamieson referred earlier to the critical part having to do with high school completion, and your reference to dropout rates as well is critically important. That is part of what needs to be done in addressing barriers. The financial aspect is part of it, but it is not the only critical part. Clearly, actually being able to complete high school will make a huge difference in people being able to access post-secondary education.

The origin of the 2 per cent goes back to program review from 1995. Indian and Northern Affairs was one of the departments that was treated a bit more gently than some others and was allowed an annual 2 per cent increase in its program funding. That 2 per cent, however, does not take into account new programs that are introduced. The 2 per cent is automatic. Other new programs in education have been introduced since that time, including the New Paths program and the two new programs released in December of 2008, the First Nations Student Success Program and the First Nation Education Partnership Program.

The Chair: You have not mentioned Metis and non-status Indians.

2 p. 100 et l'exclusion des Métis et des Indiens non inscrits. J'aimerais que vous nous expliquiez pourquoi ce plafond a été imposé et les autres groupes sont exclus.

Nous venons de terminer la rédaction d'un rapport sur la pauvreté, que nous avons déposé au Sénat. Nous y faisons notamment remarquer à quel point la population autochtone est surreprésentée sur le plan de la pauvreté au pays. Je me rappelle d'avoir entendu un témoin affirmer que si nous pouvions diminuer le taux de décrochage chez les Autochtones pour l'établir au même taux que la population en général, nous économiserions des milliards de dollars en fonds publics. Si on transpose cette théorie à l'éducation postsecondaire, on devrait en arriver au même résultat. Peut-être que nous ciblons mal nos dépenses et nos efforts, et n'offrons pas aux Autochtones le genre d'éducation dont ils ont besoin pour se sortir de la pauvreté avec leur famille.

Vous avez même affirmé dans votre rapport que cette vérification n'a pas pu nous assurer que les objectifs du programme étaient respectés. Voilà qui me semble révélateur. Même si cette information ne me surprend pas beaucoup, elle m'inquiète. Qu'en est-il du programme maintenant? Doit-on comprendre qu'il y aura encore beaucoup de délais avant qu'on y apporte des changements?

Mme Keenan : Vos questions arrivent à point nommé, en ce qui concerne tant les efforts actuels que l'on déploie pour donner suite aux recommandations de la vérification ainsi que le travail en cours dans le cadre de l'examen. Vos questions sont au cœur même des visées de l'examen : que faut-il faire pour s'assurer que les étudiants autochtones et inuits aient pleinement accès à l'éducation postsecondaire et peuvent terminer cette formation?

Roberta Jamieson a fait remarquer plus tôt à quel point il est essentiel de terminer des études secondaires; les taux de décrochage dont vous avez parlé revêtent également une importance cruciale. C'est en partie sur ces facteurs qu'il faut agir pour abattre les obstacles. L'aspect financier fait partie de l'équation, mais n'est pas aussi important. De toute évidence, le fait de pouvoir terminer des études secondaires aidera considérablement les gens à accéder à l'éducation postsecondaire.

L'origine du plafond de 2 p. 100 remonte à l'examen dont le programme a fait l'objet en 1995. Le ministère des Affaires indiennes et du Nord figurait parmi les ministères qui ont bénéficié d'un traitement un peu plus délicat et a reçu une augmentation de 2 p. 100 du financement de ses programmes. Cette augmentation de 2 p. 100 ne tenait toutefois pas compte des nouveaux programmes qui étaient mis en œuvre. Le 2 p. 100 est automatique. De nouveaux programmes d'éducation ont été lancés depuis lors, notamment le programme Nouveaux sentiers et les deux programmes lancés en décembre 2008, le Programme de réussite scolaire des étudiants des Premières nations et le Programme des partenariats en matière d'éducation pour les Premières nations.

Le président : Vous n'avez pas parlé des Métis et des Indiens non inscrits.

Ms. Keenan: That is part of what the review needs to be about. It also needs to be acknowledged that the Government of Canada's primary interest in supporting post-secondary education is to ensure access to post-secondary education on the part of students. Much of that is provided through direct financial assistance, largely under programs and services that are provided by HRDC, who work very closely, of course, with their provincial and territorial colleagues, because many of the loans, bursaries and programs available in this country are done jointly through the two levels of government.

Senator Keon: I thank all of you for coming before us. What is the ratio of boys to girls graduating from university and college?

Ms. Jamieson: Of the students that we support, women are much higher, and I think that is consistent throughout the country. In fact, the profile of the students receiving our bursary and scholarship support shows that they tend to be women, 27 years old, many of whom are single parents. They are moms.

Senator Keon: Thank you. You commented that the first step in all of this is getting kids through high school. I tend to think you have to go back further. You may or may not know we released a report on population health that highly recommends healthy, productive and vibrant communities where education is a huge part of the platform. These communities should be under the control of First Nations and so forth, particularly the women who contribute so much in those areas, which I have seen when I have visited such communities. Before you leave here, I will give you a copy of the community model that we recommend.

Ms. Jamieson: Please.

Senator Keon: What do you think of the concept of starting in the community to foster educated, healthy, productive communities with of low crime rates and so forth, rather than coming in at 30,000 feet?

Ms. Jamieson: Senator, thank you for the question. I did not mean to imply in my remarks that graduating more students from high school is an enterprise that begins in grade 9 and ends in grade 12. If we are to grow more high school graduates, and I use the term quite deliberately, it is quite a large undertaking. It is something that we have been focused on at the foundation for some time. Indeed, it is an area of concentrated focus for us.

A new project we are working on, called the realizing project, will be a nine-year initiative, and we are in intensive planning for it now.

Mme Keenan : Cela fait partie des aspects que l'examen doit couvrir. Il faut également reconnaître que l'objectif principal du gouvernement du Canada en appuyant l'éducation postsecondaire est de permettre aux étudiants d'avoir accès à cette éducation. Une bonne partie de ce soutien est offert sous forme d'aide financière, offerte principalement dans le cadre de programmes et de services offerts par RHDCC. Ce ministère travaille bien sûr en étroite collaboration avec ses équivalents provinciaux et territoriaux, car bien des prêts, des bourses et des programmes sont offerts grâce à une collaboration entre les deux ordres de gouvernement.

Le sénateur Keon : Je vous remercie tous de comparaître aujourd'hui. Quel est le pourcentage de garçons et de filles qui obtiennent leurs diplômes d'études universitaires et collégiales?

Mme Jamieson : Parmi les étudiants que nous appuyons, il y a beaucoup plus de femmes, et je crois que c'est le cas partout au pays. En fait, le profil des étudiants qui reçoivent nos bourses et notre soutien financier aux études montre qu'il s'agit principalement de femmes de 27 ans qui sont, bien souvent, chefs de famille monoparentale. Ce sont des mères.

Le sénateur Keon : Merci. Vous nous avez indiqué que la première étape du processus consiste à permettre aux jeunes de terminer leurs études secondaires. Il me semble qu'il faudrait intervenir plus tôt. J'ignore si vous le savez, mais nous avons publié un rapport sur la santé de la population, où nous recommandons fortement de favoriser l'établissement de communautés saines, productives et dynamiques en s'appuyant principalement sur l'éducation. Ces communautés devraient relever de l'autorité des Premières nations et des autres peuples, particulièrement les femmes qui font une contribution importante à cet égard, comme j'ai pu le constater lorsque j'ai visité ces communautés. Avant que vous partiez, je vous donnerai un exemplaire du modèle communautaire que nous avons recommandé.

Mme Jamieson : Je vous en saurais gré.

Le sénateur Keon : Que pensez-vous de l'idée de commencer par intervenir à l'échelle communautaire en favorisant l'établissement de communautés instruites, saines et productives aux taux de criminalité peu élevés, plutôt que d'observer la situation de loin?

Mme Jamieson : Monsieur le sénateur, je vous remercie de me poser cette question. Je ne voulais pas donner l'impression, dans mes propos, que l'on pouvait aider plus d'étudiants à obtenir leurs diplômes d'études secondaires en se bornant à intervenir de la neuvième à la douzième année. Si nous voulons former plus de diplômés d'études secondaires, si je puis m'exprimer ainsi, nous avons du pain sur la planche. C'est une entreprise à laquelle nous portons attention à la base depuis quelque temps. En fait, c'est un domaine auquel nous nous intéressons fortement à l'heure actuelle.

Nous travaillons actuellement à un nouveau projet que nous appelons le projet de réalisation, qui sera une initiative de neuf ans que nous planifions intensément actuellement.

There are some good stories out there. It is not all bad. There are some good places where things are working. We would like to showcase and share those through an institute that will educate and coach and connect.

We also need to grow more models, and we need to work with community — you have hit it right on the head — who want to engage in rural, remote and urban settings, First Nations, Metis and Inuit, as young as preschool and right up through the grades to develop approaches that meet the specific circumstances of the community itself. It is very different in Kuujjuaq from Membertou, and I could go on. We need to acknowledge that, and the communities themselves need to own that future. That will take a bit of time, I put it mildly, and a lot of hard work.

Unless the approaches to education — the institutions, whether they are at grade school or university — are sensitive to, knowledgeable about and reflective of Aboriginal people, our differences and our world view, we will not succeed.

That grounding in community cultural values — and community is a different thing in an urban setting than in remote settings — is something our people have. We need engaged partners. I believe Canadians will put their shoulders to the wheel and help us do this. That is why I believe in it so much. However, in the meantime, we had better be able to support those who are now coming out of high school. They need to be the role models.

Many of you were on the Hill several weeks ago when we brought this year's National Aboriginal Achievement Award recipients. These are our role models. We need to lift them up. Senator Dyck is one of them right here, right now. This inspires our young people. If we get them motivated, inspired and through high school and they cross all the barriers to get there, we need to have a hand ready to help them finish their post-secondary education and realize their potential.

Senator Segal: I want to understand the difference, Chief Jamieson, in these scenarios. A poor kid in Kingston gets admitted to university, has no money, applies to OSAP and gets financial support. A poor kid down the road in one of our First Nations communities has no money; can he not apply to OSAP? Does he have other issues because of the status and non-status question?

My second question relates to your foundation's balance of both academic achievement and financial need and how you weigh them. Obviously, if you weigh them towards academic achievement, you are already dealing with a bit of a winner in terms of what he or she — largely she — has been exposed to by that point in her life.

I guess a small piece on that question is do government programs frustrate what you want to achieve. For example, a non-First Nation person, the 27-year-old single mom on welfare, to which you made such eloquent reference, applies to OSAP in Ontario to get financial assistance. Her welfare benefits are

Nous connaissons toutefois certains succès. Tout n'est pas noir. Il y a des endroits où les initiatives portent fruit. Nous voudrions faire connaître ces réussites par l'entremise d'un institut qui ferait de l'éducation, du mentorat et de la mise en rapport.

Nous devons également former davantage de modèles et collaborer avec les communautés — vous avez tout à fait raison à cet égard — qui veulent intervenir dans des régions rurales, éloignées et urbaines, chez les Premières nations, les Métis et les Inuits, et ce, dès le niveau préscolaire et pendant le primaire afin d'élaborer des approches adaptées au contexte propre à chaque communauté. La situation est très différente entre Kuujjuaq et Membertou, et je pourrais vous donner d'autres exemples. Nous devons tenir compte de ce fait, et les communautés elles-mêmes doivent s'approprier leur avenir. Il faudra un certain temps, c'est le moins que l'on puisse dire, et une somme colossale de travail.

Si nos approches en matière d'éducation — qui font intervenir les établissements du niveau élémentaire jusqu'à l'université — ne tiennent pas compte des Autochtones, de leurs différences et de leur point de vue, elles sont vouées à l'échec.

Cet enracinement dans les valeurs culturelles communautaires — la communauté étant différente en région urbaine et en région éloignée — est caractéristique de notre peuple. Nous avons besoin de partenaires engagés. Je crois que les Canadiens mettront l'épaulé à la roue et nous aideront dans notre initiative. Voilà pourquoi j'y crois tant. D'ici là, cependant, nous ferions mieux d'aider ceux qui sortent actuellement des écoles secondaires. Ces jeunes ont besoin de modèles à suivre.

Vous étiez nombreux sur la Colline, il y a plusieurs semaines, lorsque nous avons remis les Prix nationaux d'excellence décernés aux Autochtones. Ces récipiendaires sont nos modèles et nous devons les mettre en valeur. Le sénateur Dyck, ici présent, fait partie de ces modèles qui inspirent nos jeunes. Si nous réussissons à les motiver et à les inspirer suffisamment pour qu'ils terminent leurs études secondaires et renversent tous les obstacles pour réussir, nous devons être prêts à les aider à terminer leurs études postsecondaires et à concrétiser leur potentiel.

Le sénateur Segal : Je veux saisir la différence entre ces scénarios, chef Jamieson. Si un jeune pauvre de Kingston est admis à l'université, mais n'a pas d'argent, il présente une demande d'aide financière au Régime d'aide financière aux étudiants de l'Ontario. Si un jeune de nos communautés des Premières nations se retrouve dans la même situation, ne peut-il pas faire une demande au RAFEO? A-t-il d'autres problèmes en raison du statut d'Indien inscrit ou non inscrit?

Ma deuxième question porte sur la manière dont votre fondation assure un juste équilibre entre l'appui à la réussite scolaire et le soutien financier, et sur les critères utilisés à cette fin. De toute évidence, si on favorise le rendement scolaire, on a déjà affaire à des gagnants en raison du parcours des personnes concernées, qui sont largement des femmes.

Je suppose que je suis un peu curieux de savoir si les programmes du gouvernement vous mettent les bâtons dans les roues. Par exemple, si une personne qui ne fait pas partie des Premières nations, la mère monoparentale de 27 ans qui reçoit des prestations d'aide sociale que vous avez fort bien décrite plus tôt,

cancelled; end of story. We have a system that would entrap that person when she is trying to break out in the way that we tell her is good, namely, through education; I would be interested in your advice.

Finally, I have a question for our colleague from Indian Affairs and Northern Development. If we had a law in Canada that merely said that every First Nation person on reserve or otherwise who was admitted to a post-secondary institution would receive base funding for fees and living costs for the duration of their enrolment, would that not be a much more efficient way of getting the money to them? Would that not be more efficient than the way your department, with the best of intentions and good faith, operates?

Ms. Jamieson: What is the difference between the student who applies for OSAP and a First Nation student? It is true that First Nations students also may apply for OSAP. First Nations students are eligible to apply for funding support through their own First Nation, which may or may not have funds to provide. If they have funds, they may be severely limited and they can then apply to the foundation to top up their needs. Often it is basic things like daycare, and it is \$500 for some and \$10,000 for others.

Yes, they can apply to OSAP. With regard to financial literacy, frankly, I hate to speak in broad statements, but forgive me; there are differences across the country, but it is not there. Generations of welfare assistance does not educate, inspire, motivate, or give you confidence, if no one has had a job for generations. That is not well on its face. Everyone is able; it is equal and so on. There is a challenge with literacy, financial literacy, but I would say the foundation puts the student first. The more sources our students have to get funding, the better the chance of the student finding the right fit, so I am all for the smorgasbord, but there needs to be targeted funds in that smorgasbord for Aboriginal students. Study after study tells us that.

When we invest in students with support from the foundation, they tell us every day that just getting that — because we are associated with the achievement awards, it is a financial award — is a signal that we believe in their potential; they are thrilled. It also reinforces their identity, which is critical.

For the second question, what are the criteria for how to balance all these things, I will ask Dr. Steinhauer to talk about the four criteria we take into account in reviewing applications?

fait une demande au RAFEO afin d'obtenir du soutien financier, elle perdra carrément ses prestations d'aide sociale. Notre système contrecarrerait les efforts de cette personne, qui cherche pourtant à s'en sortir en suivant la voie que nous préconisons, c'est-à-dire l'éducation. J'aimerais savoir ce que vous en pensez.

Enfin, j'ai une question pour notre collègue du ministère des Affaires indiennes et du Nord. Si nous adoptions au Canada une loi stipulant simplement que toute personne des Premières nations admise dans un établissement postsecondaire, qu'elle réside sur une réserve ou ailleurs, recevra un financement de base pour couvrir les frais d'étude et les coûts de subsistance pendant ses études, n'aurions-nous pas là une manière plus efficace de les aider financièrement? Ne serait-ce pas plus efficace que la manière dont procède votre ministère, avec les meilleures intentions et en toute bonne foi?

Mme Jamieson : Quelle est la différence entre un étudiant qui fait une demande au RAFEO et un étudiant des Premières nations? Il est vrai que ces derniers peuvent aussi faire une demande au Régime. Les étudiants autochtones peuvent demander du soutien financier en s'adressant à leur propre Première nation, qui peut ou non avoir des fonds à fournir. S'ils obtiennent du soutien financier, ce dernier peut être minime, auquel cas les étudiants peuvent ensuite présenter une demande à la fondation pour combler leurs besoins. Il s'agit souvent de choses de base, comme les frais de garderie, et certains vont recevoir 500 \$, alors que d'autres recevront 10 000 \$.

Oui, ils peuvent présenter une demande au RAFEO. Pour ce qui est des aptitudes financières, je déteste sincèrement énoncer des généralités; mais sachez que s'il existe des différences entre les régions du pays, il n'y en a pas ici. Des générations de dépendance à l'aide sociale n'instruisent pas, n'inspirent pas, ne motivent pas et ne donnent pas confiance en soi si on ne travaille pas depuis des décennies. La situation est intrinsèquement difficile. Tous sont capables et égaux, mais la capacité à gérer ses finances pose un défi. Sachez toutefois que la fondation accorde la priorité aux étudiants. Plus il existera de sources de financement pour les étudiants, plus grandes seront leurs chances de trouver celle qui leur convient. Je suis donc tout à fait d'accord pour que nous offrions toute une panoplie de mécanismes de financement, mais il doit y en avoir un qui cible expressément les étudiants autochtones. Les études ne manquent pas pour le démontrer.

Lorsque nous investissons dans des étudiants par l'entremise de la fondation, ces jeunes nous disent quotidiennement que le simple fait de recevoir ce financement — offert sous forme de bourse, puisque nous sommes associés aux prix d'excellence — montre que nous croyons en leur potentiel, et ils sont fous de joie. Ce soutien permet également de renforcer leur identité, ce qui est essentiel.

Pour ce qui est de la deuxième question sur les critères utilisés pour assurer l'équilibre entre les divers aspects, je demanderai à Mme Steinhauer d'expliquer les quatre critères dont nous tenons compte lors de l'examen des demandes.

Noella Steinhauer, Director of Education, National Aboriginal Achievement Foundation: This is a very important area, especially for us, because we recognize that not all students have the academic component completely fulfilled.

They are assessed in four areas. Each of those areas receives 10 points. When they come to the jury, the jury assesses them in those specific areas. The first area is financial need. They must demonstrate a financial need to be considered for an award. They must also demonstrate a commitment to the Aboriginal community, because many of our sponsors want to ensure that the people will go back to their communities or demonstrate involvement through volunteerism and through various activities. They want to ensure that there is that demonstrated commitment to the Aboriginal community. In addition, they have to write an essay. They have to provide assessments from university instructors that demonstrate that they are suitable to the field of study. That is also assessed. The final area is academic achievement, of course.

A student may not score so well in academic achievement, but score well in the areas of financial need, suitability of the field of study and demonstrated commitment.

Senator Segal: It is a total point score process.

Ms. Steinhauer: Yes, and it is based on consensus that is achieved at the jury.

Senator Segal: Thank you.

Ms. Jamieson: The jury is made up of Aboriginal professionals who have themselves gone through post-secondary.

Ms. Keenan: Your question has to do with whether First Nations students would be better served if they automatically received base funding once they were accepted to an institution. It is a very interesting option and I think one that would be useful to look at in terms of the review. The way the program works now is that the money goes directly to First Nation communities. It is part of a transfer of monies. The money may be used for post-secondary but if a First Nation community finds that they do not require the funds, the way the program works is that it is possible to declare those funds to be surplus and to be used for other priorities.

If you move to your proposal, it would mean that the funds would be used for post-secondary. It also means, though, for most students, base funding would not be sufficient in and of itself so it would need to be coordinated with other programs available to ensure that a student who is in financial need can access sufficient financial assistance to be able to complete his or her studies.

Senator Eaton: It gives me great hope when I see the three of you here that we are going to do something.

Noella Steinhauer, directrice de l'éducation, Fondation nationale de réalisation autochtone : C'est un aspect très important, particulièrement pour nous, car nous voyons bien que tous les étudiants ne possèdent pas tous les acquis académiques.

Ces étudiants sont évalués dans quatre domaines, pour lesquels ils reçoivent 10 points. Lorsqu'ils se présentent devant le jury, ce dernier les évalue dans ces quatre domaines. Il y a d'abord le besoin financier, que les étudiants doivent prouver afin d'être admissibles à une bourse. Ils doivent également démontrer leur attachement à la communauté autochtone, parce qu'une bonne partie de nos partenaires financiers veulent être certains qu'ils retourneront dans leurs communautés ou qu'ils veulent s'y impliquer en faisant du bénévolat ou d'autres activités. Nos bailleurs de fonds veulent s'assurer que les jeunes sont attachés à la communauté autochtone. Les étudiants doivent en outre rédiger un essai et présenter une évaluation de la main d'un professeur d'université indiquant qu'ils possèdent les compétences nécessaires dans leur domaine d'études. Cet aspect est également évalué. Le dernier facteur est évidemment la réussite scolaire.

Un étudiant faisant piètre figure sur le plan du rendement scolaire pourrait obtenir une bonne note dans les domaines des besoins financiers, de la capacité dans son domaine d'études et de l'attachement à la communauté.

Le sénateur Segal : C'est le total des points qui compte.

Mme Steinhauer : Oui, et le jury doit en arriver à une décision consensuelle.

Le sénateur Segal : Merci.

Mme Jamieson : Ce jury est constitué de professionnels autochtones qui ont eux-mêmes effectué des études postsecondaires.

Mme Keenan : Vous vouliez savoir si les étudiants des Premières nations seraient mieux servis s'ils recevaient automatiquement du financement de base lorsqu'ils sont acceptés dans un établissement. Voilà une option très intéressante, qui mériterait d'être étudiée dans le cadre de l'examen. Actuellement, le programme verse l'argent directement aux communautés des Premières nations en effectuant un transfert de fonds. L'argent peut servir à appuyer l'éducation postsecondaire, mais si une communauté des Premières nations considère qu'elle n'a pas besoin des fonds à cette fin, elle peut déclarer un excédent et les affecter à d'autres priorités.

Si votre proposition est adoptée, les fonds seraient utilisés pour l'éducation postsecondaire. Toutefois, cela signifie également que pour la plupart des étudiants, le financement de base ne serait pas suffisant et devrait être coordonné avec d'autres programmes pour que ceux qui éprouvent des besoins financiers puissent obtenir une aide financière suffisante pour terminer leurs études.

Le sénateur Eaton : Quand je vous vois tous les trois ici, j'ai grand espoir que nous accomplirons quelque chose.

From earlier witnesses, I am trying to understand some of the bridges that Aboriginal children face that perhaps White children do not; perhaps they are the same hurdles.

We were told that there is a huge drop-off in high school, especially of young men, as Senator Keon pointed out, because there is a lack of mentoring among non-Aboriginal high school students. They are not getting the focus or drive that they need to take them to university. We were talking about perhaps mentoring high school student's early — in the seventh or eighth grade — to make them realize what it takes to get to university and the importance of higher learning. Is that type of mentoring done in Aboriginal communities? Mr. Keitlah, you obviously have post-secondary education. Did you receive mentoring?

Mr. Keitlah: I started out as a youth advocate and worked with many different organizations, not necessarily Aboriginal. In this discussion, we are moving away from access to post-secondary education. I want to stress that Aboriginal communities face many issues such as high school completion rates, access to clean water and adequate housing. We need to address these issues.

Senator Eaton: I just want to talk about getting to post-secondary education. Some of our other witnesses have said, in their studies, that lack of funds is not always the determinant for people not receiving a post-secondary education. I will comment on what Chief Jamieson said when she said there is a lack of financial sophistication.

What do you think, aside from funding, are the reasons? In non-Aboriginal communities, some parents have not been to university. You mentioned that too. You said that if the parents had not gone to university there would be little encouragement for the children to do so. Sometimes it is peer pressure.

What drove you to post-secondary education? How did you get there?

Mr. Keitlah: I was a high school dropout; I went back to an alternative school system in British Columbia and completed my high school education that way. Fortunately, I came from a family where my mom was the first person in our family to graduate university.

For me the real issue is funding. For 2,500 students this year who did not get access to post secondary education, the real issue is funding.

Senator Eaton: Chief Jamieson, I am also a member of the Standing Senate Committee on Agriculture and Forestry. In that committee, we heard from a doctoral First Nations person who

J'essaie de comprendre, en m'appuyant sur des témoignages précédents, les difficultés supplémentaires que les enfants autochtones doivent surmonter, des difficultés que les jeunes blancs n'ont peut-être pas à affronter; ce sont peut-être les mêmes obstacles.

On nous a dit que le taux de décrochage était très élevé au niveau secondaire, particulièrement chez les jeunes hommes, comme le sénateur Keon nous l'a fait remarquer, en raison du manque d'encadrement chez les étudiants non autochtones du secondaire. Ils ne bénéficient pas de l'orientation et de l'inspiration dont ils ont besoin pour se rendre jusqu'à l'université. Nous envisageons d'encadrer les étudiants du secondaire très tôt — en septième ou en huitième année — pour leur faire comprendre les acquis dont ils ont besoin pour fréquenter l'université et les sensibiliser à l'importance de l'éducation supérieure. Offre-t-on ce type d'encadrement dans les communautés autochtones? Monsieur Keitlah, vous qui possédez de toute évidence une éducation postsecondaire, avez-vous reçu de l'encadrement?

M. Keitlah : Depuis le début, je défends la cause des jeunes, et j'ai travaillé avec de nombreuses organisations, pas nécessairement autochtones. Dans ce débat, nous nous éloignons de l'accès à l'éducation postsecondaire. Je tiens à souligner que les communautés autochtones sont aux prises avec de nombreux problèmes, comme les taux de diplomation au niveau secondaire, l'accès à l'eau propre et le logement adéquat, autant de problèmes que nous devons résoudre.

Le sénateur Eaton : Je veux simplement parler de réussir à se rendre à l'éducation postsecondaire. Certains de nos autres témoins ont indiqué, dans leurs études, que le manque de fonds n'est pas toujours le facteur déterminant qui explique pourquoi les gens ne reçoivent pas d'éducation postsecondaire. Je commenterai les propos du chef Jamieson sur le manque de connaissances en finances.

Selon vous, quelles sont les raisons, à part de financement? Dans une communauté non autochtone, certains parents n'ont pas fréquenté l'université. Vous l'avez également fait remarquer, ajoutant que si les parents n'ont pas effectué d'études universitaires, leurs enfants seraient peu encouragés à le faire. Parfois, c'est la pression des pairs qui entre en jeu.

Qu'est-ce qui vous a poussé à suivre une éducation postsecondaire? Comment vous êtes-vous rendu jusque-là?

M. Keitlah : J'ai décroché au niveau secondaire, puis je suis retourné aux études dans une école alternative de Colombie-Britannique, où j'ai terminé mon éducation secondaire. Dans ma famille, ma mère a été la première à obtenir son diplôme d'études universitaires.

Selon moi, le principal écueil, c'est le financement. Pour les 2 500 étudiants qui n'ont pas eu accès à l'éducation postsecondaire cette année, le financement constitue le vrai problème.

Le sénateur Eaton : Chef Jamieson, je suis également membre du Comité sénatorial permanent de l'agriculture et des forêts, qui a entendu le témoignage d'un étudiant des Premières nations qui

goes to Lakehead University. He was talking about the bridges for an Aboriginal person to continue to post-secondary education. He asked if we need a parallel system. Do you think we need a parallel system so First Nations can keep their culture and values? How do we build that in so we do not have a parallel system in this country? How do we make First Nations children feel at home at university?

Ms. Jamieson: These are huge questions, senator. Let me take a run at them. First, thank you for remembering my time as chief at Six Nations, but I am not chief anymore.

You have asked about two things. I will start with your last question about universities, parallel systems and so on. I honestly believe there is a role for all approaches. I know of some successful First Nations institutions at the post-secondary level. I know of successful programs in existing post-secondary institutions. Indeed, there is one in British Columbia that you might have a look at called LE,NONET at the University of Victoria. The name, in the Salish language means success after enduring many hardships.

It would be wise to think about incenting post-secondary institutions to ensure they have a place that is welcoming and sensitive for their Aboriginal students. We are having this conversation at a very good time. Enrolment is on the decline for non-Aboriginal students, and it should be on the incline for our students.

I have talked to the Association of Universities and Colleges about this. We need to work together to ensure we have an environment that assures success. It may mean a First Nations centre in one area, and it will certainly mean tenured faculty, not a group of contract people. There are many aspects and I invite you to have a look at it, please.

The other question you asked about are the challenges facing students who do not graduate from high school. They are many, but there are some quite specific to the Aboriginal, First Nations, Metis and Inuit student. The students face challenges with family support or lack thereof and mentoring, absolutely. In fact, we are looking at that at the foundation right now. Dr. Steinhauer is developing a mentoring program that is different from the one-on-one program because we do not think that is necessarily the only successful way to go. It targets lower grades and is teaming whole groups of our successful students with an entire class of students in Grade 7 or Grade 8.

Among our biggest challenges — and there are many more — are family, students and child care. We are in extended families, so we stay home to look after elders. Many things are different and

prépare un doctorat à l'Université Lakehead. Il a évoqué les obstacles que les Autochtones doivent surmonter pour poursuivre leurs études postsecondaires et nous a demandé s'il faudrait mettre en place un système parallèle. Croyez-vous qu'il faille instaurer un tel système pour permettre aux Premières nations de conserver leur culture et leurs valeurs? Comment pourrions-nous nous y prendre pour ne pas avoir de système parallèle au Canada? Comment pouvons-nous permettre aux jeunes des Premières nations de se sentir chez eux à l'université?

Mme Jamieson : Voilà de vastes questions, monsieur le sénateur, auxquelles je vais tenter de répondre. Tout d'abord, je vous remercie de vous rappeler que j'ai été chef des six nations, mais je n'occupe plus ces fonctions.

Vous avez posé deux questions. Je commencerai par la dernière, qui porte sur les universités et le système parallèle. Je crois honnêtement qu'il existe un rôle pour toutes ces approches. Je connais dans les Premières nations d'excellents établissements postsecondaires, ainsi que des programmes donnent de bons résultats dans les établissements postsecondaires actuels. En fait, vous pourriez examiner le programme appelé LE,NONET, offert à l'Université de Victoria, en Colombie-Britannique. En langue salish, ce nom signifie « réussir après avoir surmonté bien des épreuves ».

Il faudrait songer à encourager les établissements postsecondaires à offrir un environnement accueillant et adapté aux étudiants autochtones. Cette discussion arrive à point nommé. Le taux d'inscription diminue chez les étudiants non autochtones, alors qu'il devrait augmenter.

J'ai abordé la question avec l'Association des universités et des collèges. Nous devons travailler ensemble pour établir un environnement propice à la réussite. À certains endroits, il faudra peut-être mettre en place un centre des Premières nations; il sera certainement nécessaire d'affecter du personnel permanent à cette initiative plutôt qu'un groupe d'employés contractuels. De nombreux aspects interviennent, et je vous invite à examiner la question.

L'autre question que vous avez posée concerne les défis auxquels sont confrontés les étudiants qui ne terminent pas leurs études secondaires. Ces obstacles sont nombreux, mais certains sont propres aux Autochtones, aux Premières nations, aux Métis et aux Inuits. Il ne fait aucun doute que les étudiants ont un défi à relever en ce qui concerne le manque de soutien familial et d'encadrement. En fait, nous sommes en train d'examiner les racines du mal. Mme Steinhauer élabore actuellement un programme de mentorat différent du programme individualisé, car nous considérons que ce type d'approche n'est pas le seul à pouvoir porter fruit. Ce programme, destiné aux premiers niveaux, jumelle des groupes de bons étudiants à des classes de septième et de huitième années.

La famille, les étudiants et les soins des enfants comptent parmi nos plus grands défis, et il y en a de nombreux autres. Dans nos familles élargies, nous devons rester à la maison pour nous

quite beautiful about our cultures that maybe do not free students up to pursue the path.

A fundamental issue, though, is that many of our young people do not believe they have a future. They lose sight of their dreams. They come to school excited and then something happens. They are not seeing the role models as much as we must show them more and more, and we are doing our best to do that.

To go back to the issue of post-secondary, we must grow these role models. We must support them. We know we have doctors, dentists, lawyers and PhDs. We must get more and ensure our young people see someone from their community who fits that model and believe they can do it too. That is a huge part. That means being there to support them if they have the potential.

Senator Callbeck: Welcome to all of you. Ms. Keenan, you spoke about a review that was announced in Budget 2008. I would like to know exactly what that review is going to cover and when we can expect to get the results.

Ms. Keenan: Some questions are more oriented to the future than others are, and this is one of them.

Much of the work that has been done to date on the review has been informed by the recommendations coming out of the audit. It has also meant that we have started to do literature reviews to identify not only the financial aspects but fundamentally, what will make a difference in increasing access to and completion of high school and, therefore, the ability to do so at the post-secondary level as well.

We have had some informal discussions with representatives across the country, but it is a big question. It will take some time to get to the stage where you can have the kind of discussion where the option that the senator put on the table earlier could even be discussed. At this stage, much of the discussion has been around whether there is a scope for something that could be different, or can we only look at fixing the program as it is now.

Senator Callbeck: In other words, you do not have an outline of a review as to what will be included, dates and so on?

Ms. Keenan: There are no finite dates at this stage, but it is meant to be comprehensive. There is a program and we know there are some issues with that, but that may not be what works best.

You look at the full range of what is possible; you look at the barriers, at the resources and the gaps. This is not something that can be done overnight. To drive toward that kind of thing, takes at least a generation.

Senator Callbeck: Of course, that is what this committee is looking at. Do you have any estimate of the time frame of when you might have results we could see?

occuper des personnes âgées. Les aspects qui rendent nos cultures si particulières et si belles ne permettent peut-être pas aux étudiants de poursuivre leur cheminement scolaire.

Cela dit, le fait que nombre de nos jeunes ne croient pas en leur avenir représente une question de fond. Ils abandonnent leurs rêves. À leur arrivée à l'école, ils sont enthousiastes, puis un problème survient. Ils ne sont pas assez régulièrement en présence de modèles. Nous faisons pourtant de notre mieux afin de leur en présenter toujours plus.

Pour revenir à la question des études postsecondaires, nous devons inciter les gens à devenir des modèles et les appuyer en ce sens. Nous devons les soutenir. Nous savons qu'il y a des médecins, dentistes, avocats ou docteurs. Pour grossir les rangs, il faut que nous en recrutons davantage et montrions aux jeunes que des membres de leur communauté suivent ces modèles et qu'ils peuvent y parvenir aussi. C'est un élément crucial. Il est impératif de les encourager s'ils ont la capacité de réussir.

Le sénateur Callbeck : Bienvenue à tous. Madame Keenan, vous avez fait mention d'un examen annoncé dans le budget de 2008. J'aimerais connaître exactement son objet et le moment où on devrait s'attendre à obtenir des résultats.

Mme Keenan : Certaines questions s'orientent davantage vers l'avenir que d'autres; c'est le cas pour celle-ci.

Les efforts déployés jusqu'à présent dans le cadre de l'étude s'appuient principalement sur les recommandations qui ont suivi la vérification. Nous avons également entrepris l'étude de la documentation pour déterminer non seulement les aspects financiers, mais aussi les facteurs déterminants qui favorisent l'élargissement de l'accès aux études secondaires et postsecondaires et, par conséquent, la capacité de poursuivre des études postsecondaires.

Nous avons engagé des discussions informelles avec des représentants des quatre coins du pays. Cependant, la question demeure vaste. Il faudra encore du temps avant d'arriver à l'étape où on pourra simplement discuter de l'option proposée plus tôt par un sénateur. Actuellement, on se demande s'il convient de mettre en œuvre un mécanisme différent ou de simplement corriger le programme.

Le sénateur Callbeck : En d'autres mots, vous ne connaissez pas les grandes lignes de l'examen, ses échéances et ainsi de suite.

Mme Keenan : Pour le moment, aucun délai n'a été établi, car la portée de l'étude se veut globale. Nous savons que le programme présente des lacunes, mais ce n'est peut-être pas la solution idéale.

Nous analysons l'ensemble des options, contraintes, ressources et lacunes. On ne peut pas tout accomplir du jour au lendemain, car il faut au moins une génération pour y arriver.

Le sénateur Callbeck : Bien sûr, le comité espère que l'étude ratisse large. Malgré tout, avez-vous une idée du moment où les résultats pourraient poindre?

Ms. Keenan: I will have to come back to you on that. At this stage, no. I know there is a hope that we would be in a position to report within the year on some kind of diagnostics and options, but there are many factors that could influence whether that ends up being the case. I would like to be able to come back to you once there is more of a confirmation as to what kind of timeline we are working within.

Senator Callbeck: I would certainly appreciate that, because that could be very useful to this committee. If it is a ways down the road, it is of no use to us.

The Chair: Perhaps you could file a letter with the clerk, after further review, as to any further thoughts you can provide us that would be helpful in answering Senator Callbeck's question.

Ms. Keenan: I would be pleased to do that.

Senator Callbeck: Ms. Jamieson, congratulations on your achievements with this foundation. I think it is marvellous what you are doing.

As I understand it, this is really a top-up. The people who want to go to university get money through whatever programs they can, and then if they need more financial assistance, they approach the foundation; is that right?

Ms. Jamieson: Not always. If they do not have access to other sources, they can certainly come to us. It was mentioned earlier the situation of many Metis students who do not have access to specialized funding. They can certainly come to us afresh.

We have another situation where First Nation students come to us because there is no money left in their communities. Back to my days as chief, one year I had 400 students accepted into post-secondary education. We had to say that we did not have any money for them. They will come to us, but they must demonstrate what they have done to try to access funds, whether it is from their spouse, partner, family or OSAP.

Senator Callbeck: Students who want to go into trades, are they eligible?

Ms. Jamieson: Currently we have a special program, operating at this point only in province of Alberta, fully funded by the private sector, for students who want to pursue pre-trades training, trades training, apprenticeships and jobs in the oil and gas trades and technology sector. That program shows great promise and can grow geographically and through many trades.

[Translation]

Senator Pépin: Good morning and welcome. When we talked about women living in poverty, who have family obligations and who are in remote regions, you mentioned your foundation. They receive scholarships. At this time, is there a way for them to access

Mme Keenan : Je devrai vous revenir à ce sujet; pour l'instant, je ne sais pas. Nous souhaitons déposer un rapport sur nos constats et nos options d'ici un an, mais de nombreux facteurs pourraient influencer la concrétisation de cet objectif. J'aimerais vous communiquer des précisions sur les échéances une fois que nous nous serons consultés plus amplement.

Le sénateur Callbeck : Je l'apprécierais certainement. Cela pourrait être très utile au comité. Par contre, si ce ne sera pas avant longtemps, laissez tomber.

Le président : Peut-être pourriez-vous faire parvenir une lettre au greffier, après examen, quant à toute idée qui vous vient en réponse à la question du sénateur Callbeck.

Mme Keenan : Je le ferai avec plaisir.

Le sénateur Callbeck : Mme Jamieson, mes félicitations en reconnaissance de vos accomplissements dans le cadre de la fondation. Vous faites un travail merveilleux.

À ce que j'en comprends, la fondation sert à combler un manque, en fait. Les gens qui veulent étudier à l'université ont d'abord recours à des programmes d'aide financière. Ensuite, s'ils ont besoin d'un montant complémentaire, ils s'adressent à vous, n'est-ce pas?

Mme Jamieson : Pas toujours. S'ils n'ont pas accès à d'autres sources de soutien, ils peuvent certainement nous demander de l'aide. On a fait mention plus tôt du fait que de nombreux Métis ne peuvent pas profiter d'un financement spécialisé pour leurs études. Les demandes de ces personnes sont les bienvenues.

Une autre situation concerne les étudiants des Premières nations qui nous demandent de l'aide, car leur communauté n'a plus un sou. À l'époque où j'étais chef, j'ai été contrainte, une année, d'annoncer à 400 étudiants acceptés aux études postsecondaires que nous n'avions pas d'argent pour eux. Ils peuvent s'informer de notre capacité de les aider, mais ils doivent décrire les efforts qu'ils ont déployés en vue d'obtenir des fonds, qu'ils proviennent de leur conjoint, de leur partenaire, de leur famille ou du Régime d'aide financière aux étudiants de l'Ontario.

Le sénateur Callbeck : Les étudiants qui souhaitent apprendre un métier sont-ils admissibles?

Mme Jamieson : Nous avons un programme spécial, mais qui n'est pour l'instant offert qu'en Alberta. Il est entièrement financé par le secteur privé et est destiné aux étudiants qui entreprennent une formation préparatoire à l'exercice d'un métier, une formation professionnelle ou une formation d'apprenti, ou qui se préparent à exercer un métier dans l'industrie gazière et pétrolière ou les technologies connexes. Ce programme montre des signes encourageants. Il pourrait être mis sur pied dans d'autres régions et s'appliquer à bien d'autres métiers.

[Français]

Le sénateur Pépin : Bonjour et bienvenue, lorsque l'on parlait des femmes qui vivent dans la pauvreté, qui ont des responsabilités familiales et qui sont éloignées de leur région, vous avez parlé de votre fondation. Elles obtiennent des bourses.

your foundation or another organization to obtain grants to help them pay for services, to help them cover the additional expenses they have as adult parents? They are single parents with children. I understand that their tuition is paid for.

[English]

Ms. Jamieson: That is an excellent question. I will ask Dr. Steinhauer to talk about it at a personal level with some of our students.

Ms. Steinhauer: Thank you for the question. That is certainly part of the jurors' assessment. They take into account the special considerations. For example, if you have students from the Far North, they understand that they have extra costs for returning home, relocation and plane fare, so they consider those costs. For the single mother, daycare costs become part of her financial consideration. Daycare is part of her budget and her demonstrated need. Unfortunately, we are still not able to fund all of the needs. However, for some of them, it is the difference between their being able to complete that year of school or not.

[Translation]

Senator Pépin: For women, who are the majority, if I understood correctly, who are going to school, I wonder whether there is another avenue that could be used to obtain more money to help these adults who are the heads of their household. Right now, the federal government does not seem to be giving them enough money to meet that need, but it seems to me that it is a very important need, one that should be met.

We talked a lot about students who pursue post-secondary and university studies. But what happens to students who opt to go into the trades, apprenticeship programs? Is there also a system for them? Can you help them? How do you support them? Do you follow up afterwards to see how many are successful? What percentage of young people go into the trades and apprenticeship programs?

[English]

Ms. Jamieson: With regard to the trades, at this time we are supporting only students in oil and gas trades and technology. There are other programs under HRSDC, what they call the AHRDS. I would invite you to ask your research staff to do some homework there, because that is also up for review this year. There is still not enough support throughout the country.

When we developed this special trade support program, five private-sector supporters of the foundation came to us and put \$1 million on the table. They said they wanted to work with us to design a special program to grow Aboriginal employees. We

Est-ce que, à ce moment, elles ont un moyen soit d'aller à votre fondation ou ailleurs pour avoir des subventions pour les aider à subvenir à des services qui pourraient défrayer ces surplus de dépenses qu'elles doivent faire puisqu'elles sont adultes et parentes. Ce sont des familles monoparentales avec des enfants. Je comprends que leurs études sont payées.

[Traduction]

Mme Jamieson : C'est une excellente question. Je demanderai à Mme Steinhauer de discuter avec quelques étudiants de leurs besoins personnels.

Mme Steinhauer : Je vous remercie de votre question. Cette préoccupation fait certainement partie des critères de l'évaluation, qui prend en compte les éléments propres à chacun. Par exemple, dans le cas d'étudiants du Grand Nord, les évaluateurs prennent en considération que leur besoin de s'installer ailleurs, de retourner chez eux et de voyager par avion leur occasionne des coûts supplémentaires. Également, les coûts reliés à la garde d'enfants figurent dans le plan financier d'une mère monoparentale; ce besoin attesté est reflété dans son budget. Malheureusement, nous ne pouvons toujours pas subvenir à tous les besoins, malgré le fait que, pour certaines personnes, c'est notre aide qui détermine si elles pourront terminer leur année d'étude.

[Français]

Le sénateur Pépin : Pour les femmes qui sont la majorité, si j'ai bien compris, qui poursuivent leurs études, je me demande s'il n'y aurait pas une autre avenue qu'on pourrait utiliser pour obtenir de l'argent encore pour aider ces adultes qui sont chefs de famille? Il semble actuellement que le gouvernement fédéral ne donne pas suffisamment d'argent pour combler ces besoins, mais il semble que c'est un besoin très important et qui devrait être complété.

On a parlé beaucoup des étudiants qui vont au postsecondaire et à l'université. Mais qu'est-ce qui arrive des étudiants qui choisissent d'aller vers les métiers, les apprentissages? Est-ce qu'ils ont aussi un système, vous pouvez les aider, de quelle façon vous les appuyez? Est-ce qu'il y a un suivi après pour savoir combien réussissent? Quel est le pourcentage des jeunes qui se dirigent vers les métiers et l'apprentissage?

[Traduction]

Mme Jamieson : En ce qui concerne les métiers, nous n'aidons actuellement que les étudiants qui se préparent à exercer un métier dans l'industrie gazière et pétrolière ou les technologies connexes. Il y a d'autres programmes, sous la gouverne de Ressources humaines et Développement des compétences Canada, nés de l'initiative intitulée Stratégie de développement des ressources humaines autochtones. Je vous invite à demander à votre personnel d'effectuer quelques recherches, car cette stratégie sera également révisée cette année. Le soutien fait toujours défaut au pays.

Lorsque nous avons élaboré ce programme spécial de soutien pour l'apprentissage d'un métier, cinq commanditaires du secteur privé nous ont offert un million de dollars. Ils désiraient travailler avec nous sur la conception d'un programme spécial pour les

designed the program so that there is an incentive coming into the program based on what the student had achieved in school, which might have been grade 8 or grade 10. It is a way of saying hurrah; you are going to kick-start your career. It says we recognize that the student wants to do something new.

Then we do the same analysis on needs as Dr. Steinhauer has outlined. There is a bursary for needs, based on a sliding scale. It might be \$1,000, \$5,000, or whatever it takes to help them succeed. The third piece is an incentive when they complete the program. There is a reward when they finish their studies.

BP, Petro-Canada, Suncor, Trans-Canada, and Shell led this initiative. There are no shortages of jobs for the students who come out and succeed. Here again, this is a piece, a very small piece, we need to grow and replicate right across the country.

The Chair: On this question, could I ask Ms. Keenan to respond as well? Is your department supporting those who go through trades or apprenticeship programming?

Ms. Keenan: Your earlier question was:

[Translation]

Is there a gap between the people who go into the trades? No, there is not really a difference. It is very similar between aboriginals and non-aboriginals.

[English]

There is no representational gap in trades or, in fact, in colleges for Aboriginal and non-Aboriginal students. However, some time ago, before I was at Indian and Northern Affairs, it was clearly identified that responsibility for support for apprenticeship and trades rested with HRSDC, and the INAC program was targeted to college and university completion.

The Chair: Do you work with the human resource department on these issues at all, help give policy guidance, or is that a separate operation?

Ms. Keenan: There is a lot of work to be done, but there is certainly a lot of interest in sharing alignments of programs, particularly in specific places. Some provinces are particularly interested in working together to line up what is possible to do to support Aboriginal students. We have worked with HRSDC on specific programming initiatives that can be aligned.

The Chair: I will ask Senator Keon to take the chair, as I have to go to another meeting. This will be our last meeting before the new year and before our return from the holiday break. With that, I will turn the chair over to Senator Keon.

Senator Wilbert J. Keon (*Deputy Chairman*) in the Chair.

Autochtones. Nous avons intégré au programme des incitatifs basés sur le niveau scolaire atteint, que ce soit le deuxième ou le quatrième secondaire. C'est une manière de dire : « Bravo! Vous allez démarrer votre carrière. » Ainsi, nous reconnaissons qu'un étudiant veut partir à neuf.

Ensuite, nous procédons à l'analyse des besoins que Mme Steinhauer a décrite. Il y a une bourse pour les besoins, à échelle mobile, qui peut représenter 1 000 \$, 5 000 \$ ou tout montant nécessaire pour favoriser la réussite. Enfin, une troisième mesure incitative récompense les étudiants qui terminent leur programme d'études.

Les sociétés BP, Petro-Canada, Suncor, Trans-Canada et Shell ont mené cette initiative. Il n'y a pas de pénurie d'emplois pour les étudiants qui terminent leur programme avec succès. Encore une fois, il s'agit d'une mesure, d'une toute petite initiative, que nous devons enrichir et reproduire à l'échelle nationale.

Le président : Pourrais-je demander à Mme Keenan de répondre à la question aussi? Votre ministère soutient-il ceux qui suivent un programme de métiers ou d'apprentis?

Mme Keenan : Votre question précédente était :

[Français]

Est-ce qu'il y a un écart entre les gens qui participent dans les métiers, non il n'y a pas tellement de différence. C'est très semblable entre les Autochtones et les non Autochtones.

[Traduction]

Il n'y a pas d'écart entre les nombres d'Autochtones et de non-Autochtones dans les métiers ou dans les collèges. Toutefois, il y a quelque temps, avant que je sois aux Affaires indiennes et du Nord, il a clairement été déterminé que la responsabilité de soutenir les programmes d'apprentis et de métiers revenait à Ressources humaines et Développement des compétences Canada et que le programme d'Affaires indiennes et du Nord Canada avait pour cible la réussite des études collégiales et universitaires.

Le président : Malgré cet état de fait, collaborez-vous le moins avec le ministère des Ressources humaines, par exemple en donnant des conseils sur l'orientation des politiques, ou vos processus sont-ils indépendants?

Mme Keenan : Il y a beaucoup de travail à faire, mais nous sommes certainement très intéressés à faire concorder nos programmes, en particulier dans des régions précises. Certaines provinces sont spécialement désireuses de collaborer avec nous pour offrir le meilleur soutien possible aux étudiants autochtones. Nous avons travaillé avec RHDC sur des initiatives précises pouvant être harmonisées.

Le président : Je vais demander au sénateur Keon d'occuper le fauteuil parce que je dois participer à une autre réunion. C'est notre dernière séance avant la nouvelle année, avant notre retour du congé des Fêtes. Sur ce, je cède mon siège au sénateur Keon.

Le sénateur Wilbert J. Keon (*vice-président*) occupe le fauteuil.

Senator Martin: I echo the other senators in thanking you for being here today. This is an important issue for our present and our future. I commend you for the leadership that you are showing. The mentorship program that the foundation will initiate across the country will be an important elemental piece in the whole equation to successfully attracting and keeping students in school, motivated, and successfully graduating from post-secondary education.

I want to focus on the access piece. It sounds as though the foundation is effective and strong. You talked about your \$25 million endowment fund as well as equitable access to all students. Did you say that you reach only about 27 per cent of the students, or is it that you can only award up to that amount because of limited funding? I am trying to clarify. Is the challenge in them accessing the programs you offer, the scholarships and bursaries, or that you are limited in how much you can award?

Ms. Jamieson: We are not limited in the amount that we can award per student, but the reality is that students who came to us last year requested \$22 million plus, and we had only \$4.6 to distribute. As a matter of policy, the foundation has determined that we will not fund the first 500 applicants fully and say “no” to the rest. We do our very best to equitably distribute what we have based on need so to give as much as possible to as many as possible, but the reality is, just from those figures alone, we are not even meeting 27 per cent of the students who make their way to us, and there are even more students.

Senator Martin: I see. Thank you for that clarification.

You mentioned that many students are not eligible for funding. What makes them ineligible, and what are some things that we may wish to address to ensure student eligibility?

In accessing different funding sources, do these students have the kind of support they need on reserves or off reserves with counsellors that may help with the paperwork? I know, as a former student myself, that those forms can be quite daunting. It helps to have another person who has been through it or some sort of clear process in place to help students complete the application process.

Mr. Keitlah: In terms of eligibility, I referred to non-status and Metis people who are ineligible for the program. As it stands, the program only goes to Inuit and status First Nation students. It is our position that because these students face many of the same issues, they should be eligible and the government should work in coordination with Aboriginal organizations to make that happen.

In terms of accessing resources, for me, the way the program is currently set up is effective in that the people I am dealing with in terms of administering it are people from my community and have been through this whole process with the Post-Secondary Student Support Program already. The people are there to do the work, and we need to increase that capacity in other communities through access to education.

Le sénateur Martin : À l’instar des autres sénateurs, je vous remercie d’être ici aujourd’hui. Il s’agit d’une question importante pour notre présent et notre avenir. Je vous félicite pour le leadership que vous démontrez. Le programme de mentorat que la fondation mettra en œuvre dans l’ensemble du pays sera un facteur de réussite déterminant dans notre tentative d’attirer et de maintenir à l’école des étudiants motivés qui termineront leurs études postsecondaires avec succès.

Je veux me concentrer sur le sujet de l’accès. La fondation semble efficace et solide. Vous avez fait mention d’un fonds de dotation de 25 millions de dollars tout comme d’un accès équitable pour tous les étudiants. Avez-vous indiqué que seulement 27 p. 100 des étudiants environ profitaient de votre aide ou plutôt que vous ne pouviez donner un coup de main à plus de gens en raison de fonds limités? J’essaie de tirer le tout au clair. Le défi est-il lié à l’accès aux programmes de bourses d’études ou aux fonds limités dont vous disposez?

Mme Jamieson : Il n’y a pas de limite au montant que nous pouvons accorder à un étudiant, mais le fait est qu’on nous a demandé plus de 22 millions de dollars l’an dernier, alors que seulement 4,6 millions de dollars étaient disponibles. La politique de la fondation ne consiste pas à répondre entièrement aux 500 premières demandes puis à refuser les suivantes. Nous faisons de notre mieux afin de répartir équitablement nos ressources selon les besoins dans l’objectif d’en donner le plus possible au plus grand nombre. Cependant, on peut constater par ces seuls chiffres qu’on ne répond même pas favorablement à 27 p. 100 des étudiants qui nous présentent une demande, alors qu’il y en a beaucoup plus...

Le sénateur Martin : Je vois. Merci de cette précision.

Vous avez indiqué que beaucoup d’étudiants n’ont pas droit au financement. Qu’est-ce qui les rend inadmissibles? Que pouvons-nous faire pour qu’ils y aient accès?

Ces étudiants reçoivent-ils le soutien dont ils ont besoin, dans les réserves ou à l’extérieur, de la part de conseillers qui peuvent les aider dans les formalités administratives, afin qu’ils aient accès aux différentes sources de financement? J’ai moi-même été étudiante et je sais que remplir les formulaires est parfois ardu. C’est pourquoi il est utile qu’une autre personne qui s’y connaît intervienne ou que l’on mette en place un processus clair pour que les étudiants puissent présenter leur demande.

M. Keitlah : J’ai dit que les Indiens non inscrits et les Métis ne sont pas admissibles au programme. Actuellement, seuls les étudiants inuits et ceux qui sont membres des Premières nations ont le droit d’en bénéficier. À notre avis, tous les étudiants connaissent des problèmes similaires et ils devraient donc tous être admissibles. Le gouvernement doit travailler en collaboration avec les organisations autochtones en ce sens.

Quant à l’accès aux ressources, selon moi, le programme fonctionne actuellement de façon efficace, car les personnes qui l’administrent sont de ma communauté et sont déjà passées par tout le processus du Programme de soutien aux étudiants du niveau postsecondaire. Elles sont là pour faire le travail, et il nous faut améliorer la capacité d’autres communautés par l’accès à l’éducation.

Senator Martin: That is your personal experience. Do students in general have access to that sort of support?

Mr. Keitlah: Within the policies of the program, the Post-Secondary Student Support Program can fund education outreach workers through the program. Many nations have the same position.

Senator Dyck: I thank all of you today for your presentations. I know that all of you are committed to increasing access to post-secondary education for Aboriginals, and I thank you all. I particularly want to thank Roberta Jamieson for the work that she has done with the foundation. As a role model from that foundation, wherever I go across Canada, people recognize me. It is very humbling. I have had young students come up to me and say that I have inspired them, and it just totally shocks me. The role of the foundation providing award recipients has made a tremendous change across our country.

I will focus on the financial barriers. Senator Segal's question indicated that there were student loans and different types of awards, such that those that come from your foundation and welfare for some of the single moms and funding from INAC and so on, but all of those are what I call externally generated. Most students that we are talking about today do not have funds from their families or a bank account that they can draw from, so there has to be some means of generating their own income. One such means that I think is important, and I would be eager to hear if you agree, is wages from summer employment.

Should there be programs to increase summer job opportunities for students while they are still in the later stages of high school or particularly when they are in their post-secondary training so, they can generate income while they are being trained? Are there ways of doing that?

Are there ways of increasing funding for the trades? The men are in the trades programs. They may not be at universities, but they are taking the trades. It is almost all men there and very few women. Senator Keon pointed out some interesting gender gaps.

Ms. Jamieson: Senator, it is a pleasure to see you again. I will ask Dr. Steinhauer to talk specifically to your question about summer jobs and wages.

Ms. Steinhauer: Thank you for the feedback. For our students, a big part of why they apply to us is that they have heard about us through the foundation or through other people like you.

In terms of summer jobs, many of our students do have summer jobs and will rely on that job for funding for the next year. They usually try to exhaust all other sources and demonstrate that they have looked at all sources of funding. In terms of preparation for university, that would certainly help. We looked within the Six Nations community this year and the

Le sénateur Martin : C'est ce que vous avez constaté personnellement. Les étudiants en général ont-ils accès à ce type de soutien?

M. Keitlah : Selon les politiques du Programme de soutien aux étudiants du niveau postsecondaire, on peut payer des travailleurs en éducation sur le terrain. Bon nombre de nations sont de cet avis.

Le sénateur Dyck : Je vous remercie tous de vos exposés aujourd'hui. Je sais que vous avez à cœur d'améliorer l'accès des Autochtones à l'éducation postsecondaire, et c'est tout à votre honneur. Je tiens à remercier en particulier Roberta Jamieson pour son travail au sein de la fondation. En tant que porte-étendard de cette fondation, partout où je vais au Canada, les gens me reconnaissent. C'est très flatteur. De jeunes étudiants viennent me voir pour me dire que je les inspire; je n'en reviens tout simplement pas. Le rôle que joue la fondation, soit de décerner des bourses aux étudiants, a eu énormément d'impact dans l'ensemble du pays.

Je vais me concentrer sur les obstacles financiers. D'après la question du sénateur Segal, il y a des prêts étudiants, différents types de bourses, comme celles de votre fondation, de l'aide sociale pour les mères seules, du financement de l'AINC, et ainsi de suite, mais toutes ces ressources viennent de l'extérieur. Comme la plupart des étudiants dont nous parlons aujourd'hui ne reçoivent pas d'aide financière de leur famille et n'ont pas d'argent dans leur compte bancaire, ils doivent trouver une source de revenus. L'une des façons intéressantes de le faire, selon moi, et vous me direz si vous partagez mon avis, c'est en occupant un emploi d'été.

Devrait-il y avoir des programmes visant à accroître les possibilités d'emplois d'été pour les élèves qui finiront bientôt le secondaire ou qui poursuivent des études postsecondaires, afin qu'ils puissent gagner de l'argent pendant leur formation? Y aurait-il moyen de le faire?

Y a-t-il des façons d'accroître le financement pour les métiers spécialisés? Les hommes s'inscrivent à des programmes de formation professionnelle. Ils étudient davantage dans des programmes professionnels qu'universitaires. Il n'y a presque pas de femmes à ce niveau. Le sénateur Keon a signalé des écarts intéressants entre les hommes et les femmes.

Mme Jamieson : Sénateur, c'est un plaisir de vous revoir. Je vais demander à Mme Steinhauer de répondre à votre question sur les emplois d'été et les salaires.

Mme Steinhauer : Je vous remercie de votre intervention. Les étudiants présentent une demande en grande partie parce qu'ils ont entendu parler de nous par la fondation ou par d'autres personnes comme vous.

Beaucoup de nos étudiants comptent sur leur emploi d'été pour payer leurs études l'année suivante. Par ailleurs, habituellement, ils essaient d'épuiser toutes les autres sources de financement et ils nous démontrent qu'ils ont cherché toutes les possibilités. C'est bon pour leur préparation à l'université. Cette année, au sein de la communauté des Six Nations, un certain nombre d'étudiants

number of students who were unable to work because there were no jobs for college and university students across the province and across the country, for that matter.

Wages for high school students is an excellent starting place for many of them. If there are no opportunities for jobs, perhaps something could be put in place at the community level, especially in terms of First Nations.

Senator Dyck: Exactly. Maybe we need to create something.

Ms. Jamieson: I think that is a great idea, and not only would the government be an important partner, but from our experience working with the supporters, private sector is willing to do internships and provide opportunities, because they want to be in touch with students this summer, next summer, through post-secondary, and they want to hire them. They want to grow that loyalty. Again, there is a role for everyone to play. We all agree that an idle student in summer is not a very good picture.

Senator Dyck: Do you have a comment, Mr. Keitlah?

Mr. Keitlah: I have had some conversations with representatives from the First Nations Education Steering Committee in B.C. In terms of increasing success, they have had anecdotal evidence that when nations give out the maximum living allowance while a person is engaged in post-secondary education, their level of success increases. This has not been studied, but it is the feedback they receive from their students.

Creating that is important, but I would also like to note that students were hit incredibly hard by the recession, and student employment this past summer was at an all-time low.

Ms. Jamieson: That is right. They are not idle because they want to be. Many students could not find work and the opportunities were not available to them.

Senator Fairbairn: This is a very good discussion today. Some of you know I come from the southwest corner of Alberta, right in the heart of Treaty 7. Right down the road is the Kainai Nation. Back in the 1960s, much to the surprise of a great number of people in my home city, it was decided that we should have a university. The University of Lethbridge was to include the Aboriginal people, in the larger sense, and also in the close-by sense. This has grown tremendously in the last several years, as has, in a different way, the community college. Part of the learning at the University of Lethbridge is of Aboriginal people and very much connected to those in our area. One of them, the Kainai, has a college of their own, Red Crow Community College. It is looking pretty good, but it has been there for a long, long time. There have always been people thinking it will shut down, and it never has. Now it is quite connected with the university. I usually attend the convocations throughout the year. A number of young people, and people in the middle, are coming

n'ont pas pu travailler parce qu'il n'y avait aucun emploi pour les étudiants collégiaux et universitaires dans la province ni dans le reste du pays, d'ailleurs.

Les salaires que procurent les emplois d'été sont un excellent point de départ pour les élèves du secondaire. S'il n'y a pas de possibilités d'emploi, nous pourrions peut-être élaborer un programme au niveau communautaire, en particulier au sein des Premières nations.

Le sénateur Dyck : Exactement. Nous devons peut-être y songer.

Mme Jamieson : Je crois que c'est une excellente idée. En outre, le gouvernement pourrait être un partenaire important, mais nous avons constaté, en travaillant avec ceux qui appuient cette initiative, que les entreprises du secteur privé sont prêtes à offrir des stages et des emplois aux étudiants, parce qu'elles veulent rester en contact avec eux tous les étés durant leurs études postsecondaires pour ensuite les embaucher. Ainsi, elles les fidélisent. Encore une fois, tout le monde a un rôle à jouer. Nous convenons tous qu'un étudiant désœuvré en été, cela ne donne pas une très bonne image.

Le sénateur Dyck : Souhaitez-vous faire une observation, monsieur Keitlah?

M. Keitlah : Oui. Je me suis entretenu avec des représentants du Comité de coordination de l'éducation des Premières nations en Colombie-Britannique. Sur le plan de la réussite, ils ont constaté que lorsque les nations accordent l'allocation de subsistance maximale à une personne qui poursuit des études postsecondaires, ses chances de réussite augmentent. Cela n'a pas fait l'objet d'une étude, mais c'est la rétroaction qu'ils reçoivent des étudiants.

Il est important d'encourager cela; cependant, je tiens également à préciser que la récession a frappé très durement les étudiants, et que le nombre d'emplois pour les étudiants a touché un creux inégalé l'été dernier.

Mme Jamieson : En effet. Les étudiants ne sont pas inactifs par choix. Bon nombre d'entre eux n'ont pas eu la chance de se trouver un emploi.

Le sénateur Fairbairn : Nous avons une excellente discussion aujourd'hui. Comme certains d'entre vous le savent, je viens du Sud-Ouest de l'Alberta, région qui est au cœur du Traité n° 7. La tribu des Blood se trouve à proximité. Dans les années 1960, à la surprise d'un grand nombre d'habitants de ma ville, on a décidé qu'il nous fallait une université. L'Université de Lethbridge devait accueillir les Autochtones, aux sens à la fois large et précis. Elle s'est énormément développée au cours des dernières années, tout comme l'a fait le collège communautaire, d'une façon différente. Une partie de l'enseignement offert à l'Université de Lethbridge vise les Autochtones; on y offre des programmes pour les groupes autochtones de notre région. L'un d'entre eux, la tribu des Blood, a même son propre collège, le Red Crow Community College. Il connaît du succès, mais il existe depuis fort longtemps. Il y a toujours des gens qui pensent qu'il va fermer, mais ce n'est jamais arrivé. Il a beaucoup de contacts avec l'université. Habituellement, j'assiste aux cérémonies de collation des grades

across that stage. This year I noted particularly not just the fact that they graduated from what they were studying and had succeeded, but this time, and oddly enough, many of them were young women. They were not only succeeding, but they were wearing the strip of being at the top. It just takes your breath away.

The connection between that university and the people on the reserves is very close. In anything that you are doing, have you connected with them and with Red Crow? It has become a large part of our university because of where we are. Now you find the young people are coming in to the city, up to Calgary, and they are in a position where they are making a good living for themselves and their families. Is this anything that you have looked at in terms of some of the ways they have gone ahead and done it? In the beginning in the 1960s, nobody really knew what was happening or if it would even work and it has. Have you picked this up at any point?

Ms. Steinhauer: I thank you for acknowledging this. I am actually from Alberta, but I am from northeastern Alberta. I know the University of Lethbridge program quite well because in a previous life I worked for the University of Alberta. I was the director of education with the Aboriginal Teacher Education Program, so I know what happens with the outreach programs and the programs that feed into Red Crow and Blue Quills First Nations College. All of those First Nations colleges are critical components that are often not acknowledged because they are feeder institutions. It is where I got a start. Many years ago, I went to university. I was 17 years old and went to the institution because it was close to home. Had I left and gone straight to the city, I probably would not have finished or not have even completed the year. They are critical institutions because they work closely with the larger institutions, such as the University of Alberta, the University of Calgary and the University of Lethbridge. All of them have made efforts in various ways to accommodate the needs of students. Often there is outreach, and the province has supported this, where they will have part of the program in the actual home community. The Teacher Education Program that we operated was fully government funded by the province of Alberta and run in conjunction with the University of Alberta. A student never had to leave their community to receive a Bachelor of Education degree. The success rate with that was very high. You have some of the students on the honour roll, an 87 per cent graduation rate, and they are all women. I could count on my hand how many men we had.

Those are some of the things of which we are mindful. However, we make up a very small non-profit department and we do not have the necessary capacity to do anything right now. It really stretches our capacity to the limit to do a lot of that extra research, but we are mindful of because we know when students write to us they demonstrate success. I started in this program and this is where I ended up. The programs are important.

durant l'année. Un certain nombre de jeunes et d'adultes atteignent cette étape. Cette année, j'ai remarqué que beaucoup d'étudiants ont obtenu leur diplôme dans leur discipline, et fait intéressant, bon nombre d'entre eux étaient de jeunes femmes. Non seulement elles ont réussi, mais elles ont terminé parmi les meilleures. C'est formidable.

Le lien entre cette université et les gens des réserves est très étroit. Avez-vous collaboré avec eux et avec Red Crow d'une manière ou d'une autre? Ils sont devenus un élément important de notre université en raison de notre emplacement. Nous constatons maintenant que les jeunes s'installent en ville, à Calgary, et sont en mesure de subvenir décentement à leurs besoins et à ceux de leur famille. Vous êtes-vous demandé par quels moyens ils y sont parvenus? Au début des années 1960, personne ne savait vraiment ce qui arrivait ni si cela fonctionnerait, mais ce fut le cas. Vous êtes-vous déjà penchés sur cette question?

Mme Steinhauer : Je vous remercie de le mentionner. Je viens de l'Alberta, mais de la région du Nord-Est. Je connais très bien le programme de l'Université de Lethbridge, car j'ai déjà travaillé pour cette institution. J'étais directrice de l'enseignement au programme de formation des enseignants autochtones, alors je connais bien les programmes de sensibilisation et ceux qui alimentent le Red Crow et le Blue Quills First Nations College. Tous ces collèges des Premières nations sont des éléments essentiels qui souvent, ne sont pas reconnus parce que ce sont des établissements fournisseurs. C'est là où j'ai commencé. Il y a bien des années, je suis allée à l'université. J'avais 17 ans et j'ai fréquenté cet établissement parce qu'il était près de chez moi. Si j'avais déménagé en ville, je n'aurais probablement pas obtenu mon diplôme ni même terminé mon année. Ce sont des établissements essentiels parce qu'ils collaborent avec les grandes institutions, comme l'Université de l'Alberta, l'Université de Calgary et l'Université de Lethbridge. Tous font beaucoup d'efforts pour répondre aux besoins des étudiants. On offre souvent des services sur le terrain, avec l'appui de la province, en donnant une partie du programme directement dans la communauté. Le programme de formation des enseignants que nous avons mis sur pied était totalement financé par la province de l'Alberta et géré en collaboration avec l'Université de l'Alberta. Les étudiants n'avaient jamais à quitter leur communauté pour obtenir un baccalauréat en éducation. Le taux de réussite était très élevé. Certains étudiants étaient inscrits au tableau d'honneur, le taux d'obtention de diplôme était de 87 p. 100, et les diplômés étaient en grande partie des femmes. Je pouvais compter le nombre d'étudiants masculins sur les doigts d'une seule main.

Nous sommes conscients de la situation. Toutefois, nous sommes un très petit département à but non lucratif et nous n'avons pas la capacité nécessaire pour fonctionner actuellement. Cela réduit beaucoup notre capacité de faire des recherches supplémentaires, mais nous savons que lorsque les étudiants nous envoient leur demande, ils ont la volonté de réussir. J'ai commencé dans ce programme et voici où j'en suis. Les programmes sont importants.

Ms. Jamieson: Could I just add one thing to the very important subject you have raised about identity? The students tell us and show us every day, and we know this to be the case as studies are being done on this subject — is the impact of a healthy sense of identity and pride contributes to their ability to succeed. Students tell us that they can realize their potential when they have this positive mental attitude. We know there is a correlation. We know those institutions that acknowledge and understand the students are particularly successful in graduating more students. It is so important that our young people have access to their values, their culture, their elders, their people, because the better they feel about themselves, the more they accomplish.

Speaking personally, that is one of the things I credit to my academic success. I have a supportive family. My family supports me as a woman, as a Mohawk. Our people have contributed to this country and have so much more to contribute. We are looking for ways to do that. If we can inspire that in our people, they will succeed. There is no question, if we support them financially.

Senator Dyck talked about summer jobs and employment. There was a study released yesterday at the Château — I believe you were there, senator — OCCL, talking about volunteerism, how our people are very high on volunteerism.

Could there not be a summer job within that? Is not there some compensation we should be giving our students because they are working hard in the summer? Perhaps they are not earning wages, but maybe we can figure out a way of putting that picture together, because they want to contribute, just like the members of this panel have, if there is space and support to do it.

Senator Cordy: I want to thank you all very much because I am an educator. I think that once you have been a teacher, you are always a teacher. I would like to go through a few things and I will ask all my questions at the same time.

We know that Aboriginal youth under 25 years of age is one of the fastest growing demographics, and we know they are the least likely to graduate from high school. If we want a better Canada, then we better start investing in our Aboriginal youth because I am not sure everybody realizes how fast that demographic is growing.

A couple of questions are related to student loans, first, and they sort of tie in together; there is a lot of overlap. I just remember a friend of mine who came from a Black community outside of Halifax who was a teacher with me. It is easy for us to tell people to get a student loan. She did not know anything about student loans. She was the first person in her community and in her family to attend university, so she did not know what was available to her.

How do you make Aboriginal young people aware of all the things that are available to them, so the uptake could be a little bit higher?

Mme Jamieson : Pourrais-je ajouter une seule chose à propos de la question très importante que vous avez soulevée au sujet de l'identité? Les étudiants nous disent et nous montrent tous les jours — et nous savons que c'est vrai, puisque des études ont été effectuées à ce sujet — qu'un fort sentiment de fierté identitaire a une incidence sur la capacité de réussir. Ils nous disent qu'ils peuvent réaliser leur plein potentiel lorsqu'ils ont une attitude positive. Nous savons qu'il y a un lien. Nous savons que dans les établissements qui reconnaissent et comprennent les besoins des étudiants, le taux d'obtention de diplôme est supérieur. Il est très important que nos jeunes gardent contact avec leurs valeurs, leur culture, leurs anciens et leur peuple, car plus ils seront épanouis, plus ils pourront accomplir de grandes choses.

Personnellement, c'est l'une des choses auxquelles je dois ma réussite scolaire. J'ai une famille qui me soutient. Ma famille me soutient en tant que femme, en tant que Mohawk. Notre peuple a contribué à ce pays, et a tellement plus encore à offrir. Nous cherchons des moyens de le faire. Si nous pouvons inspirer cela à notre peuple, il réussira. Il n'y a pas le moindre doute, si nous lui offrons un soutien financier.

Le sénateur Dyck a parlé d'emplois d'été et de l'emploi. Il y a eu hier au Château une séance d'information sur une étude — je crois que vous y étiez, sénateur — l'OCCL, qui traitait de bénévolat, du haut niveau de bénévolat chez nous.

Ne pourrait-il pas y avoir là d'emplois d'été? Est-ce que nous devrions verser une espèce de rémunération à nos étudiants parce qu'ils travaillent dur pendant l'été? Peut-être ne gagnent-ils pas de salaire, mais nous pourrions peut-être trouver un moyen de rassembler les éléments de ce tableau, parce qu'ils veulent contribuer, autant que les membres de ce comité le veulent, s'il y a l'espace et le soutien pour le faire.

Le sénateur Cordy : Je tiens à tous vous remercier infiniment parce que je suis une éducatrice. Je pense qu'une fois qu'on a été enseignant, on le reste pour la vie. J'aimerais aborder plusieurs choses, et je vais poser toutes mes questions en rafale.

Nous savons que les jeunes Autochtones de moins de 25 ans représentent le segment de la population qui affiche la croissance la plus rapide, et nous savons qu'ils sont les moins susceptibles d'obtenir un diplôme d'études secondaires. Si nous voulons faire un Canada meilleur, nous avons tout intérêt à commencer à investir dans nos jeunes Autochtones, parce que je ne suis pas sûre que tout le monde se rende compte du rythme effréné de croissance de ce segment de la population.

Deux ou trois questions sont liées aux prêts étudiants, tout d'abord, et elles sont en quelque sorte reliées; il y a beaucoup de chevauchement. Je me souviens d'une de mes amies qui venait d'une communauté noire en dehors d'Halifax, qui était enseignante avec moi. Il nous est facile de dire aux gens de faire une demande de prêt étudiant. Elle ne savait rien des prêts étudiants. Elle était la première de sa communauté et de sa famille à faire des études universitaires, alors elle n'avait aucune idée de ce à quoi elle avait accès.

Comment sensibiliser les jeunes Autochtones à tout ce qui leur est accessible, pour qu'ils en tirent mieux parti?

In addition, what are the statistics for Aboriginal youth who leave post-secondary institutions because of lack of funding?

Second, I would like to look at the whole issue of support in post-secondary education. Dr. Jamieson, you mentioned a few of the things. When we were in Winnipeg and Regina, we saw some wonderful programs taking place in terms of support for teenagers, most of whom were both male and female young parents. Child care was a major issue for them. They were taking the bus, carrying their child to a daycare centre, and then taking another bus to get to their place of education. They were juggling many things. It makes me wonder whether, in a similar circumstance, I would be able to do it.

You talked about your sense of well-being. We mentioned you cannot discuss post-secondary in isolation. You look at high schools, child care and your sense of well-being and your culture, and being a minority and not seeing many people who look just like you.

You mentioned offering incentives to universities, and I would like to hear a little bit more about that. I grew up in Cape Breton in Nova Scotia. Cape Breton University many, many years ago had the start-up programs for the Mi'kmaq young people living in the Sydney area.

Ms. Jamieson: Let me address incentives to universities. I would like to see a way of working with the AUCC, Association of Universities and Colleges in Canada, and others to actually accredit or acknowledge the criteria of models that are working.

I believe one of the things the foundation does very well is celebrate success. I think we can identify, measure, and celebrate the successes of institutions that are doing just that. A very hands-on approach to doing that is incenting them by ensuring that students know they are in a place that acknowledges them, supports them, and has gone the extra mile. They have been actively promoting those institutions to our students across the country. I think that is one way, among others.

How do we reach our students and let them know what is available? One of the things we have done is recruit and train our own past scholarship and bursary recipients from the foundation and ask those students to go out into the field and talk to other students about how to come to the foundation, how to apply and how to access us.

There is a lesson there. We would like to do it much more across the country, but we are not very big. We do what we can with what we have, but we know students themselves are the most successful ambassadors in getting the word out. A multi-pronged approach? Yes. Student loans? Yes.

Aussi, quelles sont les statistiques sur les jeunes Autochtones qui doivent abandonner les études postsecondaires pour cause de manque de financement?

Ensuite, j'aimerais me pencher sur toutes les questions du soutien de l'éducation postsecondaire. Madame Jamieson, vous avez abordé plusieurs questions. Quand nous étions à Winnipeg et Regina, nous avons constaté qu'il y avait de merveilleux programmes d'appui d'adolescents, pour la plupart de jeunes parents. La garde d'enfants était pour eux un des plus grands problèmes. Ils prenaient l'autobus, amenaient leur enfant jusqu'à une garderie, puis reprenaient un autre autobus pour aller à leur lieu d'éducation. Ils jonglaient avec bien des choses. Je me demande des fois si, dans de pareilles circonstances, j'y serais arrivée.

Vous avez parlé de votre sentiment de bien-être. On a dit qu'on ne peut traiter d'éducation postsecondaire exclusivement. Il y a un rapport avec les écoles secondaires, les garderies, le sentiment de bien-être et la culture, et le fait d'être une minorité et de ne pas voir bien des gens qui nous ressemblent tout à fait.

Vous avez parlé d'offrir des incitatifs aux universités, et j'aimerais que vous étoffiez cette proposition. J'ai grandi à Cape Breton, en Nouvelle-Écosse. L'Université de Cape Breton, il y a de très nombreuses années, avait des programmes de démarrage pour les jeunes Micmacs qui vivaient dans la région de Sydney.

Mme Jamieson : Permettez-moi de parler des incitatifs pour les universités. J'aimerais bien qu'on trouve un moyen de travailler avec l'AUCC, l'Association des universités et collèges du Canada, et avec d'autres pour parvenir à accréditer ou reconnaître les critères de modèles qui sont efficaces.

Je crois que l'un des points forts de la fondation, c'est sa façon de célébrer la réussite. Je pense que nous pouvons reconnaître, mesurer et célébrer les exploits des institutions qui font justement cela. Une façon tout à fait pragmatique de le faire est de les y encourager en veillant à ce que les étudiants sachent qu'ils sont en un lieu qui les reconnaît et les soutient et qui fait le geste de plus qu'il faut pour eux. On fait une promotion active de ces établissements auprès de nos étudiants dans tout le pays. Je pense que c'est un moyen parmi d'autres.

Comment atteindre nos étudiants et leur dire ce qui leur est accessible? L'un des moyens que nous avons trouvés, c'est de recruter et former nos propres bénéficiaires de bourses et de prêts de la fondation pour qu'ils aillent sur le terrain expliquer à d'autres étudiants comment se présenter à la fondation, faire une demande et accéder à nos services.

Il y a une leçon à tirer, ici. Nous aimerions faire beaucoup plus partout au pays, mais notre organisation est modeste. Nous faisons de notre mieux avec les moyens que nous avons, mais nous savons que les étudiants eux-mêmes sont les meilleurs ambassadeurs qui soient pour passer le mot. Une démarche concertée? Oui. Des prêts étudiants? Oui.

As I said before, I will not take the position that they are good or bad, or that education is a right or it is not. My role is to put the students first and to ensure they have as many opportunities as possible to put together a financial portfolio to realize their potential.

Loans are a piece of that as are the foundation's funds. PSSE from Indian and Northern Affairs is a piece of that. They are all part of what we need to make available to students. However, accessibility is the issue. They must be readily accessible, easily and quick. They know what happened when they are declined. The whole nine yards must be part of that.

Ms. Steinhauer: You asked about statistics in terms of dropouts in post-secondary. From my friends in the post-secondary system, they said it is as high as 50 per cent.

Senator Cordy: Oh, my gosh.

Ms. Steinhauer: When I worked in the university system, there were students who went home for Christmas and never came back. Much of it was financial. Much of it is social, and usually the financial burden was the toughest. The whole issue of financing is a big issue. Some of them had no more funding.

We experience this at the foundation. We have a number of First Nation students who are unable to get access to funding, so we have a process they have to go through to demonstrate that they were ineligible or unable to receive funding from their First Nation. For whatever reason, we just do not ask them. We just ask them to provide that as justification for not receiving funding because there are many communities, as Ms. Jamieson has mentioned, where you cannot fund all of the students who are going to post-secondary institutions.

In terms of access to other services like child care, the students face the financial burden of daycare. We have had students who ride the bus an hour to take their children to daycare and an hour back to get back to school. It is same thing at the end of the day.

For many of them, the issues are about availability of daycare space. For some of them, it is not because they think it is the best daycare or the most accessible. It is because of costs. A big factor with many of the students, even at the high school level, is child care. I was a high school principal also for a number of years. One of the things we found is a number of the high school students having children between 16 years and 18 years of age, accessing child care, trying to get back to school. Our stats do not lie to us. When we say our average student is 27 years old with children, we do so because that will be a successful student because she sees an

Comme je l'ai déjà dit, je ne prendrais pas position en disant que ceci ou cela est bon ou mauvais, ou que l'éducation est un droit ou non. Mon rôle, c'est de donner la priorité aux étudiants et de veiller à ce qu'ils aient autant de possibilités qu'il se peut pour accumuler les fonds nécessaires pour réaliser leur potentiel.

Les prêts sont un élément, tout autant que l'argent de la fondation. Le PSENP du ministère des Affaires indiennes et du Nord canadien en est un élément. Tout cela fait partie de ce à quoi nous devons ouvrir l'accès pour les étudiants. Pourtant, l'accessibilité pose problème. Il faut que ce soit tout de suite accessible, facilement et rapidement. Ils savent ce qui arrive quand ils sont rejetés. Il faut aller jusqu'au bout, c'est partie intégrante du tout.

Mme Steinhauer : Vous avez demandé des statistiques sur l'abandon des études postsecondaires. D'après ce que me disent des amis du réseau d'établissements postsecondaires, c'est de l'ordre de 50 p. 100.

Le sénateur Cordy : Mes aïeux!

Mme Steinhauer : Quand je travaillais dans le réseau universitaire, il y avait des étudiants qui rentraient chez eux pour Noël et ne revenaient jamais. C'est surtout pour des raisons financières. C'est beaucoup pour des raisons d'ordre social, et généralement, le fardeau financier est le plus lourd à porter. Toute la question du financement est un gros problème. Certains n'avaient plus l'argent.

C'est ce que nous constatons à la fondation. Nous avons plusieurs étudiants des Premières nations à qui il est impossible d'accéder au financement, alors nous avons établi un processus par lequel ils doivent passer pour démontrer qu'ils ont été déclarés inadmissibles ou qu'il leur est impossible de recevoir de l'argent de leur Première nation. Pour une raison ou une autre, nous ne leur posons simplement jamais la question. Nous leur demandons seulement de fournir cela comme justification du fait qu'ils n'ont pas reçu l'appui financier nécessaire parce qu'il y a bien des collectivités, comme l'a dit Mme Jamieson, qui n'ont pas les moyens de financer tous les étudiants qui fréquentent des établissements postsecondaires.

Pour ce qui est de l'accès à d'autres services comme les garderies, les étudiants doivent porter le fardeau financier des frais de garde. Nous avons eu des étudiants qui faisaient une heure d'autobus pour amener leurs enfants à la garderie, puis une heure de plus pour se rendre à l'école. Ils refont le même trajet en sens inverse à la fin de la journée.

Pour bon nombre d'entre eux, le problème vient de la disponibilité des places en garderie. Pour certains, ce n'est pas parce qu'ils pensent que c'est la meilleure garderie ou la plus accessible. C'est à cause des coûts. Un facteur important, pour bien des étudiants, même au niveau secondaire, c'est la garde des enfants. J'ai aussi été directrice d'école pendant plusieurs années. L'une des choses que nous avons constatées, c'est qu'il y avait pas mal d'étudiants du secondaire qui avaient eu un enfant entre l'âge de 16 et 18 ans, qui accédaient à des garderies, qui essayaient de retourner à l'école. Nos statistiques ne nous trompent pas. Quand

education as an opportunity. Whether the daycare is two hours away or an hour away, she will get her children to that location.

There are many factors. It is very complex and we could discuss multiple layers. Being cognizant of the time I have, I thought I would just touch on those points.

The Deputy Chair: I am afraid we must end on that note. Some senators are already seven minutes over their commitments.

We would really like to thank you very much. You have been wonderful witnesses, and it was delightful to listen to you. Thank you.

(The committee adjourned.)

on sait que l'étudiante moyenne est âgée de 27 ans et a des enfants, nous l'aidons parce que cette étudiante réussira parce qu'elle voit dans l'éducation un débouché. Qu'il lui faille faire deux heures ou une heure de transport pour aller à la garderie, elle y amènera ses enfants.

Il y a bien des facteurs. C'est un sujet très complexe et nous pourrions discuter de quantités d'aspects. Comme je savais le temps dont je disposais, j'ai pensé seulement aborder ceux-ci.

Le vice-président : Je regrette que nous devions terminer là-dessus. Certains sénateurs ont déjà sept minutes de retard sur leur horaire.

Nous tenons à vous remercier infiniment. Vous avez été des merveilleux témoins, et nous avons été ravis de vous écouter. Merci.

(La séance est levée.)

Senate



Sénat

CANADA

**IN FROM THE MARGINS:
A CALL TO ACTION ON POVERTY,
HOUSING AND HOMELESSNESS**

**The Standing Senate Committee on Social Affairs,
Science and Technology**

Report of the Subcommittee on Cities

**The Honourable Art Eggleton P.C., Chair
The Honourable Hugh Segal, Deputy Chair**

December 2009

Ce document est offert en français

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<http://senate-senat.ca/cities-villes-e.asp>

40th Parliament – 2nd Session

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Extract for the *Journals of the Senate* of Tuesday, February 24, 2009:

The Honourable Senator Eggleton, P.C., moved, seconded by the Honourable Senator Fairbairn, P.C.:

That the Standing Senate Committee on Social Affairs, Science and Technology be authorized to examine and report on current social issues pertaining to Canada's largest cities. In particular, the Committee shall be authorized to examine:

- (a) poverty, housing and homelessness;
- (b) social inclusion and cohesion;
- (c) urban economies;
- (d) models for collaboration and co-operation among governments;

That the study be national in scope, and include a focus on the largest urban community in each of the provinces;

That the study report include proposed solutions, with an emphasis on collaborative strategies involving federal, provincial and municipal governments;

That the papers and evidence received and taken and work accomplished by the Committee on this subject since the beginning of the First Session of the Thirty-Ninth Parliament be referred to the Committee; and

That the Committee submit its final report no later than October 30, 2011, and that the Committee retain all powers necessary to publicize its findings until 180 days after the tabling of the final report.

The question being put on the motion, it was adopted.

Paul C. Bélisle

Clerk of the Senate

Membership

The Honourable, Art Eggleton, P.C., Chair
The Honourable, Hugh Segal, Deputy Chair

And

The following Honourable Senators participated in this study:

Jane Cordy
Lillian Eva Dyck
Wilbert Joseph Keon
Yonah Martin
Jim Munson

Other Senators who have participated from time to time on this study:

The Honourable Senators: Callbeck, Champagne, P.C., Cook, Fairbairn, P.C., and Pépin.

The committee would like to thank the following staff for their hard work in the preparation of this report:

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Foreword

Our cities are integral to the prosperity of Canada. They are the economic engines, the cultural linchpins, and are also the intersection point for many national, regional and local issues. This vital place that cities hold in the health and vibrancy of Canada is why we decided to study the current state of poverty, housing and homelessness in Canadian cities.

Through a myriad of expert witnesses, site visits, roundtables and most importantly, testimony from those living in poverty and homelessness, we are saddened to report that far too many Canadians living in cities live below any measure of the poverty line; that too many people struggle to find and maintain affordable housing; and that an increasing number of Canadians are homeless. And despite the thoughtful efforts and many promising practices of governments', the private sector, and community organizations, that are helping many Canadians, the system that is intended to lift people out of poverty is substantially broken, often entraps people in poverty, and needs an overhaul.

What does this mean for the millions of Canadians that live with these daily hardships? It means making tough decisions about putting enough food on the table or paying the rent. It means making the decision to stay in school or to drop out to find a job to help the family. It means that by just struggling to get by, these families can not even dream about getting ahead.

This problem reflects on each and every member of society and our inability or unwillingness to commit to significant changes. We believe Canada, the provinces and the private sector can and must do better.

Also, the Committee's testimony clearly underlines that poverty costs us all. Poverty expands healthcare costs, policing burdens and diminished educational outcomes. This in turn depresses productivity, labour force flexibility, life spans and economic expansion and social progress, all of which takes place at huge cost to taxpayers, federal and provincial treasuries and the robust potential of the Canadian consumer economy.

This unacceptable situation has led the Committee to offer some essential, broad and incremental recommendations that go beyond the "path dependency" paralysis that has typified federal and provincial policy under governments of all affiliations for decades.

We believe that eradicating poverty and homelessness is not only the humane and decent priority of a civilized democracy, but absolutely essential to a productive and expanding economy benefitting from the strengths and abilities of all its people.

There are 72 recommendations in this report. Some key examples of recommendations to the federal government include:

- ***Adopt a core poverty eradication goal of lifting people out of poverty [Recommendation 1];***
- ***Establish with the provinces a goal that all welfare recipients receive support totalling at least after-tax LICO levels [Recommendation 4];***

- *Further examine a basic annual income based on a negative income tax [Recommendation 5];*
- *Coordinate a nationwide federal/provincial initiative on early childhood learning [Recommendation 16];*
- *As a step toward eradicating child poverty, increase the National Child Benefit to reach \$5,000 by 2012 [Recommendation 34];*
- *Commit to increasing the WITB (Working Income Tax Benefit) to bring recipients at least to the LICO line [Recommendation 35];*
- *With the provinces, develop a national housing and homelessness strategy [Recommendation 44];*
- *Establish a basic income floor for all Canadians who are disabled [Recommendation 53]; and*
- *Use the Urban Aboriginal Strategy as a platform for greater investment and collaboration in addressing the poverty and housing problems facing urban Aboriginal peoples [Recommendation 66].*

We need - once and for all – to break the cycle of poverty in Canada, and to finally lift its devastating burden. We owe it to the millions of Canadians that struggle day in day out with poverty. But we also owe it to Canada as a whole.

The time for action is now!

The Honourable Art Eggleton P.C., Chair

The Honourable Hugh Segal, Deputy Chair




Executive Summary

Assigned the task of studying social conditions in Canadian cities, the Standing Senate Committee on Social Affairs, Science and Technology's Subcommittee on Cities chose to begin with people whose lives in those cities are marginalized by poverty, housing challenges and even homelessness. The most vulnerable among city-dwellers in Canada were our starting place.

We set out to determine how governments, businesses and the voluntary sector were able to help people escape poverty. To our distress, we found that decades of social policy making at different levels of government have had two possibly devastating results.

First, when all the programs are working, when the individual gets all possible income and social supports, the resulting income too often still maintains people in poverty, rather than lifting them into a life of full participation in the economic and social life of their communities. While the Committee heard from and met with a wide range of people with direct experience of poverty and homelessness, government officials, voluntary sector organizations, and analysts who described remarkable initiatives and results, these are generally small scale and exceptional, rather than usual and expected outcomes.

Second, at their worst, the existing policies and programs entrap people in poverty, creating unintended perverse effects which make it virtually impossible for too many people to escape reliance on income security programs and even homeless shelters. Their escape into employment should allow them to support themselves and their families with an income adequate to meet their basic needs. The programs that entrap people also provide too little income to meet those same needs.

The Committee does not believe that these outcomes are inevitable. In fact, the federal programs designed to bring older Canadians out of poverty have proven to be enormously, if not completely, successful, lifting many seniors out of poverty, and ensuring that none are in deep poverty. While federalism can result in complications in programming, it has also proved highly effective when there is a shared goal. For example, many provinces have tailored the Working Income Tax Benefit (a federal program) to build on existing or new initiatives to supplement the income of low-income workers, resulting in enhanced benefits to eligible people in those provinces. We know that the federal government can make a big difference, and that collaboration among government can enhance the benefits from federal programs.

Yet, this has often not been the case. There are federal instruments that supplement incomes of virtually all Canadians, except those who are adults and considered capable of earning a living. The National Child Benefit for children, the Old Age Security/Guaranteed Income Supplement for seniors, the Working Income Tax Benefit for low-income workers have all proven to be effective, though the benefits to children and workers are not yet sufficient to truly lift them from poverty.

The Committee has also noted that some groups are particularly disadvantaged, in terms of income and housing inadequacy: unattached individuals, persons with disabilities, Aboriginal peoples, some newcomers to Canada (recent immigrants and refugee claimants), and lone parents. They are over-represented among the poor, the homeless, high school dropouts and people with limited literacy skills. Despite an extensive array of programs targeted to assist them – especially newcomers, urban

Aboriginal peoples, and people with disabilities - the results being sought are not being achieved. Gender and race seriously complicate the challenges for these groups, resulting in even greater discrimination.

Particularly in the time of recession and economic upheaval, the Committee recognizes the urgency of providing remedies to these groups. The Committee seeks to ensure that the programs and policies in place serve to provide hope with a commitment to education, training and employment as a way out of poverty and into their place in jobs, schools, and communities where they can benefit from the opportunities that must be available to all.

Evidence

In more than 35 hearings, five roundtables and site visits to 20 agencies in nine cities across Canada, the Committee had the opportunity to hear from more than 175 witnesses, some living in poverty and/or homeless themselves, others working for community agencies, and some analysts from universities, think tanks and national voluntary organizations. For each site visit and each hearing, the Committee also read syntheses of recent and seminal research on the three main themes.

We relied on testimony of personal experience, conversations with people living with these problems in Canadian cities, and policy experts, relying on up-to-date data and information. We considered how people are affected by current policies and programs, and we welcomed suggestions on how these could be improved to create real opportunity for those currently marginalized by homelessness and poverty, or the threat of these conditions.

In its research, hearings and site visits to agencies, the Committee learned of “promising practices”, programs and initiatives that were demonstrating remarkable success in taking people out of poverty and insecure housing or homelessness, and supporting them into economic and social security. The full report identifies these community responses in each section, and provides more detailed information about each in an appendix to the report.

The full report which this Executive Summary seeks to summarize provides the testimony, examples and data that support these recommendations.

Poverty

As the Committee studied income security programs, including tax-delivered benefits, social assistance, Employment Insurance, and OAS/GIS, our focus was on adequacy, reliability, and effectiveness of these programs. Did people have enough money to live on? How did the policies and programs fit together? Did all Canadians have an opportunity to upgrade their education and skills, at any stage in their lives? Could people struggling with health and disability issues get the income and services they needed without giving up the possibility of returning to work or school? Did the programs and policies create opportunities or obstacles? Were parents of children in low-income households able to provide for their children’s needs, including their readiness for and completion of school?

An important observation, of particular interest to the Committee, was that many income programs sustain people in poverty, rather than lifting them out of poverty. The Committee therefore offers the following general recommendations with respect to poverty.

The Committee recommends that the federal government:

- adopt as a core poverty eradication, that programmes dealing with poverty and homelessness are designed to lift Canadians out of poverty rather than make living within poverty more manageable and that the federal government work with the provinces and territories to adopt a similar goal [Recommendation 1] ;
- modify federal income security programs, e.g., Employment Insurance, to better protect Canadians in low-income households who experience short-term gaps in income [Recommendation 3];
- seek to establish with the provinces a goal that individuals and families, regardless of the reasons for their need, receive incomes totaling at least after-tax LICOs [Recommendation 4];
- publish a Green Paper by 31 December 2010, to include the costs and benefits of current practices with respect to income supports and of options to reduce and eliminate poverty, including a basic annual income incorporating a negative income tax, and to include a detailed assessment of completed pilot projects on a basic income in New Brunswick and Manitoba [Recommendation 5] and
- reinstate a federal minimum wage at \$10/hour, indexed to the Consumer Price Index, with suppliers to government paying at least the same amount [Recommendation 6].

The Committee recommends that provincial governments increase current limits on assets for qualifying applicants for the first six to 12 months, to allow those relying on social assistance for short periods of time to retain the assets they need to re-engage in the labour force and regain their economic footing [Recommendation 2].

Poverty reduction strategies

The Committee has heard strong recommendations from national organizations in particular for a national poverty reduction strategy. The Committee has studied provincial and local poverty reduction strategies, with a particular focus on what their recommendations are for federal policy and programs.

The Committee has chosen to focus on concrete changes to federal programs, some of which were recommended by provincial and local initiatives, to raise the income of Canadians through federal income and social insurance programs, and to support the work already underway in more than half of Canada's provinces and many local communities. Detailed recommendations with respect to these income security programs follow; in the short-term, the Committee offers the following recommendation with respect to supporting provincial initiatives.

The Committee recommends that the federal government target "shovel ready" social infrastructure for investment, with their provincial counterparts, specifically housing, income security, and social agencies, whose ability to serve can be quickly enhanced through increased and accelerated investment in the Canada Social Transfer, to parallel its

investment in "shovel ready" physical infrastructure, to combat recession [Recommendation 36].

Employment Insurance

The Committee found that federal programs generally provide the instruments needed to achieve the results that every Canadian would like to see; their failure often rested in program design: eligibility criteria, level of supports or benefits, and duration of support. No-where was this more true than with Employment Insurance. Recent extension of benefits to all eligible claimants, with a special benefit for those with long employment and short EI claim periods, were welcome antidotes to the short-term crisis, but do not address longer term insufficiencies and inequities in the program, particularly with respect to access to training funded through this program.

The Committee also heard evidence about the expansion of EI beyond its social insurance beginnings, to support people working in seasonal industries, and to offer benefits for some intentional periods of unemployment, including parental benefits and compassionate benefits. There were some differences of opinion among witnesses about whether these programs should be maintained within EI or moved to other social programs; the Committee has opted for the short-term expedience of sustaining these initiatives within EI. Therefore, the Committee offers the following recommendations to improve EI, and contribute to poverty prevention.

The Committee recommends that the federal government:

- **develop a new program to insure against income losses due to long-term employment interruption, that covers those who are not included under the Employment Insurance Act [Recommendation 7];**
- **amend the *Employment Insurance Act* to provide benefits for a longer period to workers who become unemployed after a long attachment to the workforce, and that the longer benefit period not be based solely on regional unemployment rates [Recommendation 8];**
- **remove the two-week waiting period for Employment Insurance benefits for people who are taking compassionate or parental leave funded through the EI program [Recommendation 9];**
- **re-engineer the Employment Insurance program to allow adjustments to anticipated economic downturns, rather than be based solely on past experience [Recommendation 10];**
- **amend the EI program to extend its parental insurance benefits to self-employed individuals, with premiums assessed similar to those being paid by employees who access this benefit [Recommendation 11];**
- **expand EI sickness benefits over time to 50 weeks, to provide appropriate support for eligible beneficiaries experiencing medium-term illnesses or disabilities [Recommendation 12];**

- **include reinstatement of experience rating for consideration in any redesign or substantial modification to the EI program [Recommendation 13] ;**
- **make EI-funded training available to those who have contributed to the EI fund over time, but are not eligible for benefits [Recommendation 14]; and**
- **permit the inclusion of advanced language training and training that could equip those with credentials from other countries to qualify for Canadian recognition be permitted within training funded through the EI program [Recommendation 15].**

Training and education

The Committee's hearings and research also painted a clear picture of the importance of education and training to household income, and the disturbing reality of barriers to access for many, especially those groups over-represented among the poor, whose under-representation in training and education programs is a tragic contributor to their persistent poverty. The Committee learned about and witnessed the importance of middle-school supports for vulnerable children and supports for high-school completion and literacy upgrading for young adults, about the high costs of dropping out of high school for individuals and society, about the importance of skills-building for adults of all ages as they enter the job market or lose a job in a declining industry, and about the strong correlation between post-secondary education and adequate family incomes.

The Committee built on that evidence and research, and recognizing the role of both provincial and federal governments in education and the importance of early intervention, makes the following recommendations.

The Committee recommends that the federal government:

- **coordinate a nationwide federal/provincial initiative on early childhood learning [Recommendation 16];**
- **emphasize and support initiatives that keep disadvantaged youth enrolled and engaged in schools, including effective counselling, after-school programs, homework clubs, and youth centres through existing programs and initiatives [Recommendation 17];**
- **in conjunction with the Council of Ministers of Education, encourage and support actions to reduce the high-school drop-out rates, especially among Aboriginal students, on-reserve or off-reserve, including the establishment of targets and time-lines, with regular reporting on progress [Recommendations 18 and 19];**
- **monitor and report on new post-secondary student aid programs, including comparisons with affordability and debt load results of the programs that have been replaced [Recommendation 20];**
- **offer additional tax support for post-secondary education targeted to students in groups under-represented in post-secondary education and over-represented among the poor (e.g., Aboriginal students or students with disabilities) and to their families [Recommendation 21];**

- sustain strong financial support for adult and family literacy programs, with a special priority given to groups over-represented among high-school non-completers [Recommendation 22];
- work with provincial governments to collectively amend existing income security programs to provide secure funding to training participants for long enough periods to ensure opportunities for secure employment at adequate incomes [Recommendation 23];
- set aside a fixed percentage of training positions (to match the percentage established for federal employment equity targets) for persons with disabilities in all renewing and new labour market agreements; and until then extend and expand funding for such training through the Labour Market Agreements for Persons with Disabilities [Recommendations 24 and 57];
- allocate a proportion of training money for immigrants, to match the percentage established for federal employment equity targets, including training to reduce language and other barriers to the labour market in all renewing and new labour market agreements [Recommendation 25];
- at the next meeting of the Federal-Provincial-Territorial Ministers of Labour, take a leadership role in encouraging a harmonization of provincial and territorial workers' compensation programs [Recommendation 50]; and
- sustain and increase the funding for the Opportunities Fund for persons with disabilities, with a clear mission to address barriers to the labour force, and encourage provincial and territorial governments extend supports needed for employment for up to 12 months following employment to persons with disabilities leaving social assistance; and negotiate with employers to provide these supports indefinitely for those earning low incomes. [Recommendations 51 and 55].

Health

The Committee conducted a study on population health concurrent with this study on poverty, housing and homelessness, often holding joint hearings and benefitting from the testimony before both subcommittees. In addition, the Committee held a hearing specifically focussing on the connection between living in a low-income neighbourhood or having a low income, and disproportionately negative health outcomes. Despite the universal health care system that provides access to doctors and hospitals, the evidence demonstrate that results are not the same for rich and poor. The Committee also recognizes that illness can exacerbate existing poverty and can lead individuals and families into poverty.

In recognition of the contribution of poverty and homelessness to health challenges, and in keeping with this Committee's recent report on population health, the Committee recommends that the federal government:

- instruct its central agencies to allocate resources to prevent and address negative health outcomes associated with poverty and unemployment [Recommendation 26];

- work with provincial and territorial governments and appropriate other stakeholders to develop a national pharmacare program, building on progress underway in some provinces [Recommendation 27]; and
- with provincial and territorial governments and health researchers across Canada, provide funding for physical health services for people who are homeless [Recommendation 46].

Income transfers through the tax system

Increasingly, the federal government has relied on income support programs triggered by or delivered through the income tax system. Credits and deductions, of course, are available only to people with enough income to pay taxes. However, many credits are now “refundable”, being paid to people who do not owe taxes but who file tax returns. Examples include the Goods and Services Tax (GST) refundable credit paid to low-income tax filers.

Creative use of tax credits have been important contributors to putting money in the hands of low-income individuals and households. These include the National Child Benefit Supplement, described by witnesses as offering the potential to take children out of poverty, and the Working Income Tax Benefit, offering the potential to “make work pay.” To realize that potential, and to contribute to lifting all households out of poverty, the Committee makes the following recommendations.

The Committee recommends that the federal government:

- analyze gender-based differences in designing benefits and implementing new tax measures [Recommendation 32];
- increase the Guaranteed Income Supplement for seniors to ensure that economic households are not below the poverty line as defined by the low income cut-off levels, and that intergovernmental collaboration ensure that such increases do not result in the loss of eligibility for provincial/territorial subsidies or services for seniors [Recommendation 33];
- increase the National Child Benefit, incrementally and predictably, to reach \$5,000 (in 2009 dollars) by 2012 [Recommendation 34];
- commit to a schedule of longer term planned increases to the Working Income Tax Benefit [Recommendation 35];
- make the Disability Tax Credit refundable, as a first step, and move toward a basic income guarantee at or above the LICO level for people with severe disabilities, with provincial investment in support services to all persons with disabilities regardless of their source of income [Recommendations 52, 53, and 54];
- encourage all provincial governments to amend their social assistance legislation to exempt savings under the Disability Savings Plans from calculations of eligibility or benefits [Recommendation 56]; and

- **develop a tax credit for employers who hire newcomers for their first job in their field or area of expertise [Recommendation 59].**

Housing and homelessness

The Committee’s study of housing and homelessness focussed on these as separate policy areas, as many federal programs in particular separate the two. During our research, hearings and site visits, the Committee learned of important and exciting initiatives at the local and provincial levels, and how local and provincial governments, as well as private-sector and voluntary-sector developers, are sometimes constrained by regulations, time-frames, and declining operating support from the federal government.

As well, it has become clear to the Committee that a more integrated consideration of both housing and homelessness offers a better chance of implementing a “housing first” approach. With this approach, individuals who are homeless or at risk of homelessness are stabilized with affordable housing, offering a base from which any other complicating factors in their lives can be addressed.

Further, the Committee is aware that unaffordable and inadequate housing, even for those who are currently able to meet their needs and aspirations, can contribute to poverty, and to a spiral that can include losing jobs, dropping out of school, and being unable to sustain families.

Not all solutions address both the needs of those who are currently homeless and the importance of a housing “system” that supplies affordable and adequate housing to those who are currently housed.

With respect to housing, the Committee recommends that the federal government:

- **provide sustained and adequate funding through the Affordable Housing Initiative to increase the supply of affordable housing [Recommendation 37];**
- **issue a White paper on tax measures to support construction of rental housing in general and affordable rental housing in particular, including for the donation of funds, lands or buildings for low-income housing provision [Recommendation 38];**
- **clarify the mandate of Canada Lands Corporation to favour use of surplus federal lands for development of affordable housing and to expedite planning processes to facilitate this use [Recommendation 39];**
- **support the work of local and provincial non-profit housing developers by making housing programs longer term to accommodate five-year development cycles and ten-year planning cycles, and to permit more effective planning at the local and provincial levels [Recommendation 40];**
- **identify civil legal aid as an element to be supported by the Canada Social Transfer to assist tenants facing discrimination in housing [Recommendation 41];**
- **extend the Residential Rehabilitation Assistance Program as a permanent program, increase the budget allocations for this program, and amend eligibility requirements to take into account differential costs for repairs in different communities across**

Canada, and projects converting housing units for affordable rental accommodation [Recommendation 42]; and

- work with provincial housing authorities, private landlords' associations and non-profit housing providers, to assess impact of housing subsidies provided to individuals rather than landlords on rents [Recommendation 43].

With respect to homelessness, the Committee has heard of the effectiveness of the Homelessness Partnering Strategies and its predecessor programs in supporting communities to reduce homelessness and to move people from the streets into housing. **The Committee recommends that the federal government:**

- expand the Homelessness Partnering Strategy to play a greater coordinating role within the federal government, engaging all departments and agencies with a mandate that includes housing and homelessness, especially for those groups over-represented among those in need [Recommendation 47];
- provide financial incentives to encourage communities already supported through the Homelessness Partnering Strategy to use a 10-year time horizon in adjusting and renewing their community plans [Recommendation 48]; and
- continue to provide direct funding for and continued support of related research and knowledge dissemination about a “housing first” approach to eliminating homelessness [Recommendation 49].

With respect to an integrated approach to housing and homelessness, the Committee recommends that the federal government:

- in collaboration with provincial governments, representatives of municipal governments, First Nation organizations, and other housing providers, develop a national housing and homelessness strategy to include:
 - priorities established by and for each provincial and territory with respect to meeting existing needs for affordable and secure housing;
 - a 10-year commitment of funds from the federal government, to include similar commitments from provincial and territorial governments that will receive these funds;
 - annual reporting on how the money is being spent, with particular attention to the number of people housed who could not afford to secure housing in the private market;
 - a specific focus, with targets and funding commitments, with respect to meeting the needs for affordable housing for urban Aboriginal peoples;
 - a simpler, more integrated application process for funds, cutting across programs related to housing funded at the federal level;

- the integration of the Homelessness Partnering Initiative, with an expanded mandate and budget to support combined local housing and homelessness plans and the initiatives identified in them;
- a thorough evaluation at the end of the 10-year period to assess achievements and continuing gaps [Recommendation 44]; and
- sustain federal funding focussed on homelessness until a combined strategy on housing and homelessness is developed to guide federal investment [Recommendation 45].

Programs targeted to over-represented groups

While the Committee has chosen to consider impacts of general, or “mainstream” programs on the groups over-represented among those experiencing persistent poverty (i.e. Aboriginal peoples, people with disabilities, unattached individuals, and newcomers to Canada), only some have been addressed in the previous sections of this Executive Summary. Other policies or programs, specific to these groups, are addressed below.

Aboriginal peoples

The Committee’s city study has focussed on urban Aboriginal peoples, a group that includes diverse cultures and varying levels of economic and social challenges. The Committee understands that the lives of many Aboriginal people are not lived out exclusively on-reserve or negotiated land claims land on the one hand or in cities on the other; rather transitions to and from traditional lands and cities are common. Both on-reserve and in cities, Aboriginal people are generally poorer and less adequately and affordably housed than their non-Aboriginal counterparts. Federal policies and programs have sought to redress this differential; recommendations with respect to those policies and programs follow.

The Committee recommends that the federal government:

- provide on-going subsidies to off-reserve, non-profit Aboriginal housing providers for new and existing units to ensure increased supply of affordable housing [Recommendation 65];
- use the Urban Aboriginal Strategy as a platform for greater investment and collaboration in addressing the poverty and housing problems facing urban Aboriginal peoples [Recommendation 66];
- continue and expand targeted funding and programming for training and employment supports for urban Aboriginal peoples, and their organizations, where appropriate [Recommendation 67]; and
- require an Aboriginal working group to identify priorities for urban Aboriginal people and designate funding for this purpose within all federal funding to communities to address housing and homelessness [Recommendation 68].

Newcomers to Canada

The Committee recognizes the primary responsibility of the federal government with respect to policies and programs for refugee claimants and immigrants to Canada. The Committee is also aware that these refugees and some immigrants face particular economic and social challenges. The Committee also learned that the networks within immigrant communities often prevent absolute homelessness among newcomers, as recently arrived immigrants are often welcomed into the sometimes over-crowded homes of newcomers who arrived weeks or months before.

In addition to the tax measures proposed to ease integration to appropriate employment in Canada, the Committee believes that other initiatives are needed to redress these hardships.

The Committee recommends that the federal government:

- **work with provincial governments and social housing providers to take the necessary steps to provide larger housing units for larger families [Recommendation 58];**
- **reduce the immigration sponsorship period from 10 years to three years, similar to the regulations pertaining to conjugal sponsorship, and make a commensurate reduction in the residency requirement for entitlement to a monthly pension under the *Old Age Security Act* [Recommendation 60];**
- **extend eligibility for the resettlement assistance program for refugees to two years for regular cases and to four years for joint assistance sponsorships [Recommendation 61];**
- **establish a repayment schedule and loan forgiveness program for travel loan repayment by government-sponsored refugees, that takes into account the time needed to integrate and the household income upon employment [Recommendation 62];**
- **accelerate its work with provincial governments and other relevant agencies to complete and implement a framework leading to the recognition of qualifications from other countries, and report annually to Parliament on its progress [Recommendation 63]; and**
- **support bridging programs, especially for immigrants with professional qualifications from their countries of origin, through immigrant settlement funds and agreements [Recommendation 64].**

Rights-based approaches

Whether the subject was poverty, housing or homelessness, many witnesses described the problems in terms of rights denied. Pointing to both domestic human rights legislation and international commitments made by Canada to United Nations declarations and conventions, these witnesses identified the failure of governments to live up to these obligations, and the importance of providing access for individuals to hold governments accountable and to claim rights in appropriate courts and tribunals.

The Committee understands that these commitments are important – both in terms of assessing governments’ performance with respect to international and domestic law and agreements and in the context of defending one’s rights.

The Committee recommends that the federal government:

- **establish a fund to allow groups over-represented among the persistently low-income to have legal representation in law reform cases with respect to their human rights [Recommendation 30]; and**
- **in recognition of both Canadian obligations under international human rights law, and their importance in claiming access to appropriate programs and services, explicitly cite international obligations ratified by Canada in any new federal legislation or legislative amendments relevant to poverty, housing and homelessness [Recommendation 31].**

Common cause

The Committee believes that lifting Canadians out of poverty, ensuring they are adequately and affordably housed and eliminating homelessness is the work of all sectors, working in harmony wherever possible. In addition to the recommendations already provided above, the Committee wishes to support such collaboration wherever possible.

In particular, the Committee has noted the critical contribution of local agencies, both voluntary and municipal, to supporting people in their transitions out of poverty into appropriate and affordable housing and into social and economic participation in their communities. The 20 agencies visited by the Committee and the dozens of agencies that submitted briefs, participated in roundtables and appeared as witnesses, all inspired the Committee with their innovations, passion and effective programs.

The Committee recommends that the federal government:

- **seek and support local voluntary sector and municipal agencies as active partners in design and delivery of federal government initiatives at the community level [Recommendation 28];**
- **review and revise grants and contributions reporting requirements among federal departments and agencies to enhance horizontal and vertical coordination of reporting and encourage multi-year funding among federal granting agencies, where problems that programs are addressing are persistent and longer term [Recommendation 69];**
- **recognize and stabilize the contribution of voluntary sector organizations with respect to poverty, housing and homelessness, by budgeting adequate support for these organizations to accomplish not only the delivery of government-funded services, but also the community-building activities that only this sector can provide [Recommendation 70]; and**

- **use grants and contributions to fund community-based organizations to provide innovative solutions, to share innovation, and where appropriate to replicate successful community-based initiatives involved in poverty reduction, housing affordability, and supporting homeless people [Recommendation 71].**

The Committee has recognized throughout its study that the best and most successful approaches to the problems of poverty, housing and homelessness, emerge and are implemented when all levels of government, employers, and community agencies are all involved. Whether co-ordinating efforts among government departments, finding employment for youth on the streets of Halifax, or connecting newcomers and employers in Toronto, or providing appropriate learning and employment opportunities for Aboriginal youth in Regina, collaborations inside and across governments and across sectors have had remarkable results. The Committee has seen that no single department, level of government, or sector can solve these problems alone.

The Committee recommends that:

- **the federal government explore and implement additional Urban Development Agreements among federal, provincial and municipal governments, in concert with community-identified leaders and priorities [Recommendation 29]; and**
- **federal and provincial governments, acting internally, bilaterally and/or multilaterally, review current policies and programs and new initiatives in the context of eliminating and avoiding both gaps and duplication, through a whole-of-government approach to poverty, housing and homelessness issues [Recommendation 72].**

Knowledge exchange

In its hearings and submitted briefs, the Committee has noted the reliance of individual citizens, local and national voluntary organizations, think tanks and universities and private-sector organizations on data provided by federal departments, notably Statistics Canada and Canada Mortgage and Housing. The Committee also heard repeatedly that these and other data shared among agencies allow governments and community groups alike to anticipate needs and respond more appropriately to people with problems with poverty, housing and homelessness.

The Committee recommends that the federal government:

- **continue and expand support to Statistics Canada for the collection, analysis and more affordable dissemination of data important to the evaluation and improvement of social programs with respect to poverty, housing and homelessness [Recommendation 73]; and**
- **continue to support knowledge exchange with respect to poverty, housing and homelessness [Recommendation 74].**

Section 1 - Introduction

The Senate Committee on Social Affairs, Science and Technology (SAST) has created a subcommittee to study current social issues pertaining to Canadian cities. In anticipation of a lengthy and detailed investigation, the Subcommittee has chosen to approach its work in sections. The first of these focuses on poverty, housing and homelessness in major Canadian cities. A first report, with issues and options, was tabled in June 2008. This report is the final report on this section.

Most of the hearings and all of the site visits were conducted by the Subcommittee. While this is a report of the full Committee, in many instances, the word “Committee” refers to the Subcommittee and its members. Future sections of the study on cities are expected to focus on social inclusion (including immigrant settlement and urban crime and safety), urban economies, and the machinery of government with respect to social issues in Canadian cities.

The study on poverty, housing and homelessness began in May 2007, when the economy was still booming, when a significant focus was on helping the extremely disadvantaged increase their capacity to fill jobs available now and those yet to be created. Despite the positive context, the Committee soon learned that many were not benefiting from economic opportunity:

Even in a booming economy, too many people are poor, inadequately housed and/or homeless.

Through several years of good times we have allowed insecurity to grow and it has left the poorest even more destitute. It is hard to imagine what will happen to Canada when we face times that are not so good or when new challenges arise.

(Greg deGroot-Maggetti, then Acting Chairperson, National Council of Welfare, Evidence, Standing Senate Committee on Social Affairs, Science and Technology (SAST), 1st Session, 39th Parliament, 3 May 2007)

In the last several months of the Committee’s study, while we had little data on the impact of the shifting economy, we heard considerable testimony that got us beyond wondering what would happen to Canada, to recognizing that the disadvantaged were facing even greater challenges to social and economic well-being in their communities.

The Committee realized that some policies and programs are simply “broken”, and no longer respond to the circumstances facing too many individuals and families in the best of economic times. The current economic climate makes improved policies and programs even more pressing.

Method

Since it began its hearings, the Committee has heard from more than 170 witnesses. Based on both research and testimony by witnesses, the Committee released a report¹ in June 2008 outlining Issues and Options with respect to this area of study. Since then, the Committee’s work has been interrupted by an election and a prorogation of Parliament, and the Committee has witnessed deep and profound changes in the national and local economies across Canada. Also in that time,

¹ Senate Standing Committee on Social Affairs, Science and Technology, *Poverty, Housing and Homelessness: Issues and Options*, June 2008.

witnesses from the public, including homeless and poor individuals, universities, think tanks, provincial and local governments, and civil society organizations have submitted briefs, met with the Committee as it has travelled across Canada, and/or appeared before the Subcommittee on Cities to comment on those options, and to add their own recommendations as to appropriate remedies to these critical areas. Details of who has appeared before the Committee are appended to both our earlier report and to this one.

The Committee has focused in its hearings on three distinct policy and program areas: poverty, housing and homelessness. Yet, the Committee has also been aware of and has probed the linkages among these broad areas. For example, the Committee is acutely aware, from both research literature² and witnesses,³ that poverty, especially income poverty, is a key contributor to housing affordability problems and homelessness.

Similarly, those who are paying far too large a proportion of their income to meet their housing needs are often consequently forced to live on far less than is necessary for food, clothes and basic transportation.

If people cannot have affordable housing, they will be in a horrible mess. Most of their money will go toward rent. They cannot feed themselves properly. How will they be able to help their children through school with the stress they live with?

(Michèle Thibodeau-DeGuire, President and Executive Director, United Way of Greater Montreal, Evidence, SAST, 1st Session, 39th Parliament, 14 June 2007)

Sadly, the Committee has found that the public policies and programs with respect to poverty, housing and homelessness are generally quite distinct, without adequate consideration of the cross-over effects. At the same time, while an increasing number of analysts and civil society organizations are identifying the linkages among the three areas, government departments' silos and vertical academic disciplines are often focused on only one of the three.

Building on the Past

As the Committee has undertaken this study, it has been informed and inspired by earlier work in the Senate of Canada on these themes.

The Croll report

We know that poverty is about inadequate incomes, but we also know that reducing poverty is about more than an income fix. In 1971, the Croll report laid out critical non-income parameters, and they are the same today as they were then. Those parameters are housing, education, health care, debt and credit issues, and access to fundamental justice.

(Armine Yalnizyan, Senior Economist, Canadian Centre for Policy Alternatives, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008)

Senator Croll's Poverty in Canada, tabled in 1971, was a major study on *Poverty in Canada*, sweeping in scope and recommendations. With a combination of moral outrage and careful proposals, for many it has been the authority on poverty in our country. More than 35 years later, much has

² Gordon Laird, *SHELTER – Homelessness in a growth economy: Canada's 21st century paradox, A Report for the Sheldon Chumir Foundation for Ethics in Leadership*, Sheldon Chumir Foundation for Ethics in Leadership, 2007, pp. 85-86; "In the Proper Hands": Margaret Condon and Robyn Newton, SPARC BC Research on Homelessness and Affordable Housing, October 2007, p. 10.

http://sparc.bc.ca/index.php?option=com_rubberdoc&view=doc&id=69&format=raw. Accessed 8 July 2009.

³ See, for example, Sharon Matthews, Evidence, SAST, 1st Session, 39th Parliament, 26 April 2007.

changed, and much has stayed the same. To place this report -- its findings and its recommendations -- in context, it is useful to review both persistent trends and newer developments, to contrast and compare.

While the Croll report had a single explicit focus (poverty) and this report has three (poverty, housing and homelessness), both studies found that both problems and solutions extended well beyond the explicit themes. For example, both the Special Senate

In almost 40 years, many of the issues related to poverty have not changed enough.

Committee on Poverty, almost forty years ago, and this Committee recognized that while the simplest proxy for poverty is measured in income terms, the experience of it spreads beyond income to housing; low incomes almost inevitably means inadequate, insecure and/or unaffordable housing. While homelessness is a more modern phenomenon, especially among the young and families and women escaping domestic violence, the devastating impact of not having a reliable and affordable home base from which to operate makes other living tasks unmanageable.

Also true for both Committees was the inevitable exploration of how poverty interacts with education, employment and health, with recommendations related to those policy and program areas as well. And finally, both Committees have identified the importance of research and evaluation in monitoring and improving the status of Canada's most economically and otherwise vulnerable peoples.

The Committee has been interested in exploring what has changed and what has not in the almost 40 years between Senator Croll's study and this one. The Committee heard repeatedly that not much had changed or improved. A review of the Croll report provides fodder for this view.

What has not changed

While Senator Croll did not focus on groups over-represented among the poor to the extent that this study does, both reports make recommendations on some particular populations: Aboriginal peoples, single parents (usually women, both then and now), people with disabilities, and immigrants.

Both reports reach similar conclusions and make similar recommendations with respect to housing, education (from early learning to post-secondary education), employment and health care. This report will highlight those similarities where they exist as recommendations are made.

Poverty is still linked to education, employment and health.

It is tempting to conclude that nothing has improved, but this would ignore at least two important changes. First, the instruments available in public policy and programs are more numerous and arguably more effective. These hold promise for reducing, and possibly eliminating, poverty among children and low-income workers. Second, the poverty of seniors has been significantly reduced, and in some cases eliminated through a federal income program.

What has changed

Senator Croll identified both Unemployment Insurance (as it was then known) and the Canada Pension Plan as important instruments in any fight against poverty and makes recommendations with respect to the former in particular; several innovations since then are important contributors to

reducing poverty for some groups. In particular, Old Age Security and the Guaranteed Income Supplement for those aged 65 and over (and slightly younger for survivors of those in that age group) have radically reduced poverty among seniors, both in terms of the proportion of people who are living below Statistics Canada's Low-Income Cut-Off (LICO) lines⁴ and in terms of how far below that line they are. For parents, the National Child Benefit is improving the income of low-income families, and offers the promise of further reducing both the incidence and depth of poverty.

While employment was a way out of poverty at the time of the Croll report, increasingly "contingent" work -- part-time, part-year, short-term, etc.

— has resulted in the emergence of a new and growing group not evident forty years ago — the "working poor". However, the recently introduced Working Income Tax Benefit supplements the incomes of those who are employed and with low incomes, and offers the promise of doing for this group what is already in place for seniors and families with children, as noted above.

Employment is no longer a sure route out of poverty.

Many of the solutions identified by the Croll report were echoed by recent research, witnesses and submissions. And the underlying principles are largely enduring. This Committee has explored a Guaranteed Annual Income (GAI) approach, a centre-piece among the Croll report's recommendations. The Committee has concluded that if a GAI is both affordable and sufficient to lift people out of poverty, it may be an effective program. To test its ability to meet these criteria, the Committee has recommended a detailed costing of this option, described further in the next section of the report. This Committee agrees that an income floor is an important step ahead, and has recommended this as a goal for the combined income security programs delivered by governments.

Poverty measurement

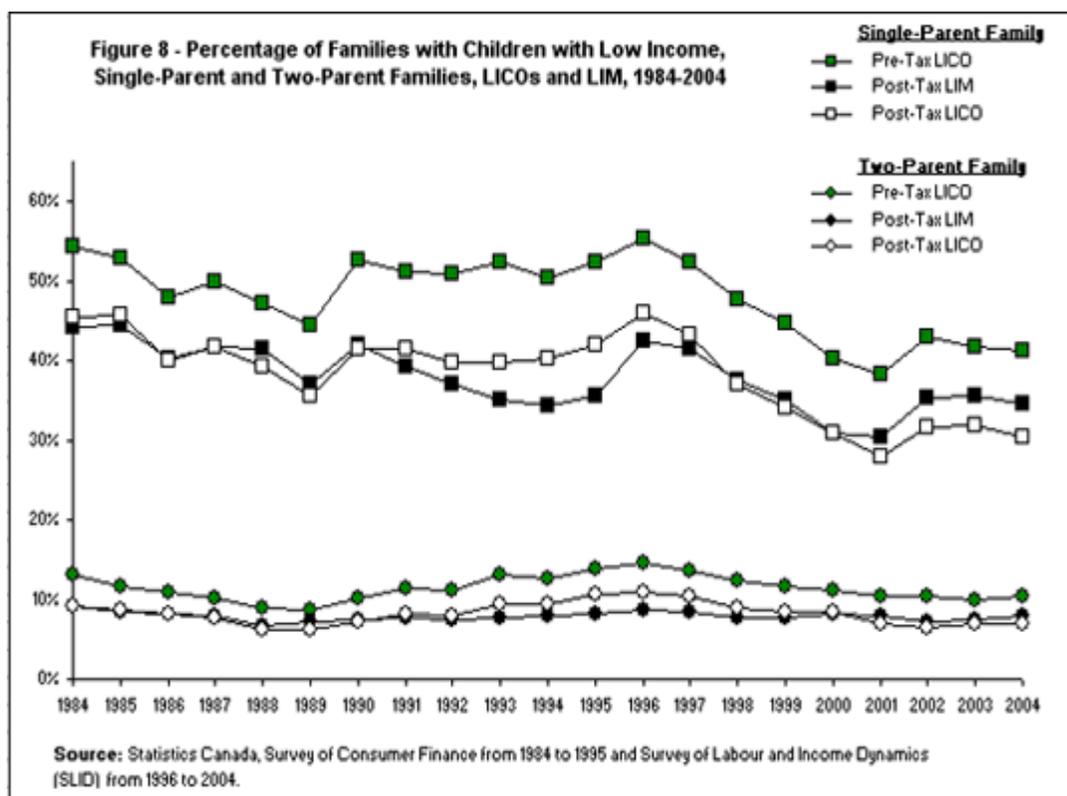
A key focus of the Croll report and its recommendations related to the measurement of poverty, which several witnesses advised the Committee was critical to making progress in the area of poverty reduction. The Committee is aware of considerable attention being given to this topic in other Parliamentary committees, and governments within Canada and beyond.

Canada currently has three measures that serve as proxies for an official "poverty line": Low-Income Cut-Off (LICO) lines, the Market Basket Measure (MBM), and the Low-Income Measure (LIM). Of these, the LICOs have been developed for the longest. The first two measures are based on the portion of income a household spends on a certain group of goods; for LICO, those are food, shelter and clothing, while for the MBM, it's a pre-determined "market basket" of goods. LIM is based on a proportion of the median income, 50% for Canadian statistics, and often 60% in European countries.

The figure below, included for illustrative purposes only, demonstrates that the lines are roughly comparable.

⁴ As defined by Statistics Canada, "a LICO is an income threshold below which a family will likely devote a larger share of its income on the necessities of food, shelter and clothing than the average family. The approach is essentially to estimate an income threshold at which families are expected to spend 20 percentage points more than the average family on food, shelter and clothing." For more information, see <http://www.statcan.gc.ca/pub/75f0002m/2009002/s2-eng.htm>. Accessed 26 August 2009.

Figure 1 - Comparing poverty rates with LICO and LIM⁵



While comparisons with the MBM might be slightly less aligned, the Committee concluded that the selection or development of a single, official “poverty line” or measure was not a necessary pre-requisite to either assessing the problem or recommending solutions. For the purposes of this report, the Committee has chosen to rely primarily on LICOs (after-tax) as the measurement tool, unless otherwise indicated.

Guaranteed annual income (GAI)

A key recommendation of the Croll report was for a guaranteed annual income. Since that time, other bodies have suggested the same, including the Royal Commission on the Economic Union and Development Prospects for Canada⁶, and at least one Senate Committee report (noted below).

This Committee held a roundtable on the subject,⁷ following a seminar sponsored by the Library of Parliament on the subject. Witnesses before the Committee were questioned about the extent to which a guaranteed income for individuals or families would be a preferred approach to reducing or eliminating poverty, and to improving housing affordability and reducing homelessness. There was not a consensus view on this among witnesses, and there was considerable passion on both sides of the question.

⁵“Monitoring Progress: Societal Level Indicators,” *The National Child Benefit Progress Report 2006*. <http://www.nationalchildbenefit.ca/eng/06/chap4.shtml> Accessed 28 August 2009.

⁶ Royal Commission on the Economic Union and Development Prospects for Canada, *Summary of Conclusions and Recommendations*, 1985, p. 39

⁷ Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 13 June 2008.

There was general agreement that this approach had been very successful with respect to seniors in Canada. There was also agreement that a similar approach would probably work with respect to children. There was less agreement, even among those who had administered experiments with GAIs, about its effectiveness with adults.

There was also significant discussion (and differences of opinion) about whether an adequate GAI could be affordable, and whether any generosity with respect to the income level would be offset by the elimination of programming that would be required even if all incomes were indeed adequate.

As noted above, this Committee has put forward a series of recommendations that together provide an income floor below which no Canadian should fall, and has kept open the possibility of a single income transfer based on more information. The Committee has also asked that a GAI be included in a detailed assessment of completed projects on a basic income in New Brunswick and Manitoba, within a study of costs and benefits of poverty and alternative solutions.

“Sounding the Call”

In 1997, Senator Ermine Cohen wrote a report on child poverty in Canada, entitled *Sounding the Alarm: Poverty in Canada*.⁸ It was intended to “revisit the commitments made in the 1971 Croll Report”⁹ and to evaluate progress a quarter-century later. Her report provided useful snapshots of poverty experienced by those who were working and those who were not, among over-represented groups including Aboriginal peoples, people with disabilities, youth and seniors. She considered the role of the labour market, our international obligations, and more themes that emerged again in our study. Harshly critical of our “tax and transfer” system, the report called for changes, as did the Croll report before it. Too few have been implemented.

Recent Senate Committee reports

More recently, three other Senate committees have focused on poverty. These are described in more detail below.

Urban Aboriginal youth

The Senate Standing Committee on Aboriginal Peoples first began examining issues affecting urban Aboriginal youth in Canada in October 2002. In particular, the Committee examined access, provision and delivery of services; policy and jurisdictional issues; employment and education; access to economic opportunities; youth participation and empowerment; and other related matters. The Committee heard from over one hundred witnesses and travelled to Winnipeg, Edmonton and Vancouver. In those urban areas, the Committee heard from several Aboriginal organizations and service providers and conducted a series of Aboriginal youth roundtables. The final report, *Urban Aboriginal Youth: An Action Plan for Change*,¹⁰ was tabled in the Senate in October 2003.

The recommendations in the report mapped out short- and long-term strategies that addressed the aspirations of youth, laying out the foundations upon which their potential can be nurtured, supported and realized. These recommendations formulated a detailed and concrete plan of action

⁸ Erminie Cohen and Angela Petten, *Sounding the Alarm: Poverty in Canada*, 1997.

⁹ *Ibid.*, p. ix.

¹⁰ Standing Senate Committee on Aboriginal Peoples, *Urban Aboriginal Youth: An Action Plan for Change*, Final Report, 2003. <http://www.parl.gc.ca/37/2/parlbus/commbus/senate/com-e/abor-e/rep-e/repfinoct03-e.pdf> Accessed 26 August 2009.

to support the social, cultural and economic well-being of urban Aboriginal youth and developed a proactive, positive and forward-looking strategy for reform.

Rural poverty

In 2008, the Standing Senate Committee on Agriculture and Forestry concluded an 18-month study of the dimensions and depth of rural poverty, Canada's comparative standing relative to other countries in the Organisation for Economic Cooperation and Development (OECD), and key drivers of reduced opportunity. The Committee heard from hundreds of witnesses and made seven working trips to visit 20 small towns across the country, before tabling its report *Beyond Freefall: Halting Rural Poverty*,¹¹ tabled in June 2008. The Committee addressed social policy issues as a specific topic in its report. Within this topic there are six policy themes were explored: income-support policies, education measures, housing, crime, immigration, and access to health services. Recommendations on housing and income-support policies addressed some of the issues raised in this study of poverty, housing and homelessness in Canadian cities, and will be cited in this report.

Aging

Over a period of more than two years, a Special Senate Committee on Aging examined a wide range of complex issues to determine if Canada is providing the right programs and services at the right time to the aging individuals who need them. The Committee reviewed public programs and services for seniors, identified the gaps in meeting their needs, and examined the implications for service delivery in the future as the population ages. During its study the Committee conducted hearings and surveyed seniors' organizations across Canada by questionnaire; it invited expert witnesses to testify at roundtable hearings; and it travelled throughout Canada to hear from Canadians on the issues and options, and especially from seniors to hear their personal stories.

The Committee covered topics related to promoting active living and well being; housing and transportation needs; financial security and retirement; abuse and neglect; health promotion and prevention; and health care needs, including chronic diseases, medication use, mental health, palliative care, home care and care-giving;

In the Committee's final report, *Canada's Aging Population: Seizing the Opportunity*,¹² tabled April 2009, the focus of the one of its broad themes is the elimination of poverty among older Canadians. This report will include some of that Committee's findings, and echo some of its recommendations.

Reports from this Committee

Child Poverty

The Standing Senate Committee on Social Affairs, Science and Technology (SAST) has a long history of exploring the state of Canada's children, taking us back more than a decade to the 1991 report entitled *Children in Poverty: Toward a Better Future*.¹³ Like this report on poverty, housing and homelessness, the earlier report on child poverty flagged the emergence of the working poor, addressed in some detail in this report. It also focused on particular groups, including women and

¹¹ Standing Senate Committee on Agriculture and Forestry, *Beyond Freefall: Halting Rural Poverty*, Final Report, 2008. <http://www.parl.gc.ca/39/2/parlbus/commbus/senate/com-e/agri-e/rep-e/rep09jun08-e.pdf>. Accessed 26 August 2009.

¹² Special Senate Committee on Aging, *Canada's Aging Population: Seizing the Opportunity*, Final Report, 2009. <http://www.parl.gc.ca/40/2/parlbus/commbus/senate/com-e/agei-e/rep-e/AgingFinalReport-e.pdf>. Accessed 26 August 2009.

¹³ SAST, *Children in Poverty: Toward a Better Future*, 1991. (This report is not available electronically.)

Aboriginal peoples, and particular related themes, including health, education and housing. This report raises similar themes, close to 20 years later. Some of the recommendations with respect to child poverty are reframed in this report; any overlap will be cited.

Mental health

This Senate Committee issued a report in 2006 on mental health in Canada. Entitled *Out of the Shadows at Last: Transforming Mental Health, Mental Illness and Addiction Services in Canada*,¹⁴ this report highlighted the linkages between mental health and poverty, and between mental health problems and homelessness. A wide-reaching study, the report considered income security programs, training and employment issues, stigma and human rights, all common to this study.

Past studies on mental health and population health have shown how health and poverty interact.

Population health

Similarly, a study by this Committee's Subcommittee on Population Health focussed on determinants of health, including poverty, education and housing insecurity.

Entitled *A Healthy, Productive Canada: A Determinant of Health Approach*¹⁵, the June 2009 report's recommendations related to many of the same persistent problems identified and addressed in this study on poverty, housing and homelessness in Canadian cities; some are echoed in this report.

This Committee has sought to build on the work of those who have gone before, rather than replicate it. Hence, some of our recommendations echo those in other reports, where they are consistent with what our Committee has heard and learned, and where those recommendations remain to be implemented.

Analyses

This study has used a number of different “lenses” in its analysis of research and testimony. More complete information about each is included in Appendix 2. They are summarized briefly below.

First, the Committee has recognized the importance of all three sectors – public, private and voluntary – in the current and optimal policies and programs with respect to poverty, housing and homelessness. The Committee has focussed on public policies and programs, but has noted with care the contributions being made by private sector involvement in these issues. The Committee has heard extensively both from witnesses from voluntary organizations and from the staff and clients of agencies in cities across Canada.

Second, the Committee has considered how the circumstances of individuals and families change over the course of their lives, with particular attention to known transition points. It is at these points – going from school to work, having children, caring for elders, losing and changing jobs, retirement, and others – that some Canadians find that their changed circumstances also put them into social and economic distress.

¹⁴ SAST, *Out of the Shadows at Last: Transforming Mental Health, Mental Illness and Addiction Services in Canada*, 2006. <http://www.parl.gc.ca/39/1/parlbus/commbus/senate/Com-e/SOCI-E/rep-e/rep02may06-e.htm>. Accessed 26 August 2009.

¹⁵ SAST, *A Healthy, Productive Canada: A Determinant of Health Approach*. Final Report of the Senate Subcommittee on Population Health, 2009. <http://www.parl.gc.ca/40/2/parlbus/commbus/senate/com-e/popu-e/rep-e/rephealth1jun09-e.pdf>. Accessed 26 August 2009.

Third, the Committee has paid close attention to the disproportionate representation among those in social and economic distress of particular groups: Aboriginal, people with disabilities (including both sensory, intellectual and mobility impairments and mental illness), lone parents (mostly women) and new Canadians among them. We have considered how these and other characteristics, including gender and race, interact to create particularly complex challenges, and how well policies and programs are responding to support them in addressing these challenges.

Fourth, the Committee has heard clearly that the issues of poverty, housing and homelessness are both experienced and addressed differently in cities in different regions across Canada. Demographic factors contribute to these regional differences, including the numbers and proportions of newcomers and Aboriginal peoples, as do particular local economic factors, such as the availability of land or the relative price of heating fuel.

Finally, the Committee has paid close attention to jurisdictional issues, both with respect to the often complex interaction of levels of government – federal, provincial/territorial, and municipal – and with respect to areas of recognized primacy of federal jurisdiction, including for on-reserve First Nations people and newcomers. This has not prevented us from making recommendations that have impacts on other levels of government, but it has guided us in how those recommendations are framed and expressed.

All governments are important in providing adequate incomes and housing for all.

Constraints

The Committee has held 39 hearings and five roundtables, has heard from 175 witnesses, has visited nine Canadian cities, and has met with more than 20 agencies providing services to people who are poor, who are homeless, and who are struggling with housing issues, and were often able to meet with clients as well. Some witnesses and others who did not appear before the Committee also submitted written briefs or comments.

In addition, the Committee has explored government, academic and other literature for up-to-date information on numbers, programs, policies, and initiatives with respect to poverty, housing and homelessness across Canada's major cities. This report is based on that research and testimony, and those submissions and conversations.

While we have made every effort to provide up-to-date and complete information on the issues under study, this report is necessarily limited. Not every organization doing great work is mentioned. Not every policy, program and initiative in every province or city is identified or described. Even federal programs have been included only if our research and evidence tells us that they are particularly effective, or create particular barriers or problems for people coping with poverty, homelessness, and housing problems. In other words, we have also come to understand that some public policies and programs are “broken” and are not doing what they set out to do in a changing world and economy, while others are proving themselves effective despite sometimes dire circumstances in which individuals and families find themselves.

Some groups are over-represented among those with income and housing problems.

The Subcommittee was privileged to visit some of the many outstanding examples of community-based, not-for-profit organizations that exist across Canada. The staff, clients and volunteers, who together create caring communities, are a source of inspiration. They use a variety of resources, varied funding streams, volunteer effort, determination and persistence, to build resiliency within their communities by their own innovations.

The Committee heard that organizations often started out with a specific service for a specific group and then grew as further needs were identified. While organizations often grew in this way, their community expanded with them. Sometimes organizations can alleviate poverty or homelessness; sometimes they can simply make those conditions more survivable. Sometimes the relationship between the organization and the client is short term, such as a night at a homeless shelter, sometimes it is a much longer term relationship. Whatever the case the Committee was impressed with the service, solutions and people that live the issues of poverty, and homelessness every day. The Committee is grateful for the time and effort that every person contributed to this study.

Community responses are included in promising practices throughout the report, but are also described individually in Appendix 3. Each organization or program that the Committee heard from or visited has been included. These notes are not intended to be a comprehensive description, but rather a snapshot of what the Committee heard and saw during the course of its study.

We have been encouraged by the remarkable progress that has been made when governments, employers, community agencies, and families collaborate to reduce or eliminate the poverty and housing problems of those amongst them.

Structure of report

The Committee recognizes the complexity of the three major topics under study, and the various approaches we have taken in our analysis. The Committee has chosen to focus broadly on each of the three topics in sequence (Section 2 focused on poverty, Section 3 focused on housing, and Section 4 focused on homelessness). We have included a section specifically on over-represented groups and programs and policies intended to redress their disproportionate disadvantage with respect to poverty, housing and homelessness (Section 5). In each section, we have focussed on both persistent problems and promising practices.

A sixth section focuses on how governments and both private and voluntary sectors do and could work together to resolve the complex and interconnected problems with respect to poverty, housing and homelessness.

While we have embedded our recommendations throughout these sections, we have added a concluding section that summarizes and groups the recommendations.

Section 2: Poverty

Fundamentally, people do not want to live better in poverty, they want to get out of poverty. Our public policies and institutions are not designed, in our opinion, to help people get out of poverty. They are designed to allow them to live better and stay in poverty.

We pump an extraordinary amount of public and charitable dollars into managing the effects of poverty — illness, addictions, crime, illiteracy and long-term dependency on social assistance and social housing. Very little of this money improves the socio-economic conditions for low-income families. This has to change.

(Tom Gribbons, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 June 2009)

“Fundamentally, people do not want to live better in poverty, they want to get out of poverty.”

Tom Gribbons

The Committee began its hearings with the understanding that poverty was caused by a combination of personal situations and more systemic factors. The former might include when to marry and/or have children, whether to complete high school and whether to continue into post-secondary education, choices that could affect physical or mental health, and so on. Systemic factors might include barriers to education, availability of employment opportunities, and design of public policies and programs. While we did not set out to determine whether individual or systemic factors were more important contributors to income poverty and other forms of marginalization, we learned a great deal about the interaction of the two.

Perhaps most importantly, we learned that poverty may be short-term or may be part of an inter-generational history. Exit for some seems to be as simple as finding a job, and for others may require years of remedial and on-going support including education, health services and more. Some people’s incomes were less than half of Statistics Canada’s Low-Income Cut-Off (LICO) lines, while others were very close to that line. And for some, poverty was a one-time occurrence, while, for others, it recurred again and again, despite periods in between with higher incomes.

We also learned that people with inadequate or no income become isolated by these circumstances. They are excluded from many opportunities and activities that most take for granted. However, their experience takes place in a context, often a local community that creates generous and effective responses, but that may be unable to respond with enough expertise and resources over time.

Poor people are excluded from opportunities most take for granted.

And we learned that economic and social struggles with respect to income and housing, are not random. Some particular groups among us are far more likely to find themselves in these situations, often for longer periods of time. These are unattached individuals, lone parents, some newcomers to Canada, Aboriginal peoples and people with disabilities. We have made every effort to assess how mainstream programs are serving these populations, and include that in this broad chapter. We have also described these groups in more detail, and assessed programs that target them specifically in a later section of this report.

2.1 Persistent Problems

The Welfare Wall

[T]he social security system that was conceived in the 1930s and 1940s, built largely in the post-war era, is increasingly not relevant to the social, economic and political character of Canada.

(Ken Battle, Evidence, SAST, 1st Session, 39th Parliament, 3 May 2007)

For many Canadians, especially those in over-represented groups, the only income supports come from public sources: social assistance, disability benefits through social assistance or Canada Pension Plan – Disability, Old Age Security, and/or Guaranteed Income Supplement.

Lifting people out of poverty has to be the goal of policies and programs.

The Committee has heard that the amounts of income provided are inadequate, the income flow is often insecure and unreliable, and the supports too often entangle people in programs and policies that make escape almost impossible. This last is referred to as the “welfare wall”, or sometimes the “welfare cliff”. The net impact is summarized by one expert in income security, when he describes welfare as a “subtle form of micro-colonialism of poor people by the state, disempowering them and deterring them from acting to improve their lives.”¹⁶

This patchwork we have is so complex. It is hoops, mazes and barriers. They are creating many of the problems that plague us. It is not like this complexity we talk about just happened. We have created it, which means we can untangle it, but it will be hard.

(Sheila Regehr, Director, National Council of Welfare, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009)

Income programs are a patchwork, with “hoops, mazes and barriers”.

Moving from reliance on social assistance to relying on paid employment creates obstacles and barriers that can leave an individual and/or family worse off than before. The disincentives are enormous. The 1991 report on child poverty made specific recommendations with respect to easing the transition from welfare to work, including the development of a national child care policy, increases to the minimum wage, and greater flexibility in social assistance programs to support transition to employment.¹⁷

As noted at the beginning of this section of the report, one witness, representing the business sector, described how current policies and programs serve not to get people out of poverty, but rather to make life in poverty more comfortable.¹⁸

Another witness described these programs in terms of their perverse effects:

[T]he interaction of programs at the federal level with programs at the provincial level often leads to perverse effects: that is, people working more and having less disposable income.

(Sid Frankel, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

¹⁶ Rick August, from an unpublished paper, cited in Ken Battle, et. al., *Towards a New Architecture of Adult Benefits*, Caledon Institute of Social Policy, 2006, p. 11.

¹⁷ Senate Committee on Social Affairs, Science and Technology, *Children in Poverty: Toward a Better Future*, 1991, p. 45.

¹⁸ Tom Gribbons, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 June 2009.

On a more personal level, one witness described how these interactions affected one family:

In Winnipeg, we know a family that has to talk to seven different silos of federal-provincial governments each month, and they do not have enough money to buy the bus fare to get there. Please ask the silos of government to talk with each other first.

(David Northcott, Executive Director, Winnipeg Harvest, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 1 May 2008)

Recommendation 1

The Committee recommends that the federal government adopt as a core poverty eradication goal that all programmes dealing with poverty and homelessness are to lift Canadians out of poverty rather than make living within poverty more manageable and that the federal government work with the provinces and territories to adopt a similar goal.

Marginal effective tax rate (METR)

An Ontario study pointed out the following changes that would occur if a lone parent left Ontario Works for paid employment:

“[L]oss of social assistance benefits for adult and each child; increased childcare expenses; loss of basic dental coverage for the child; loss of prescription drug coverage that doesn’t require payment upfront; loss of back to school benefits; loss of winter clothing allowance; becomes ineligible for special diet allowances where required; loses community start-up benefits for a medically necessary move; will begin to pay net federal taxes at approx. \$1,600/mo. net income; [and] Ontario sales tax credits could be reduced.”¹⁹

Additionally, the lead researcher for this report, in an appearance before the Committee, told the Committee that an increase in rent could occur, if earnings exceeded the Ontario Works payment and the family was living in rent-geared-to-income housing.²⁰ These barriers are often referred to as the “marginal effective tax rate” (METR), which in some circumstances can exceed 100%, leaving the new worker worse off than before, despite an increase in income.

The Committee has heard that this situation is not unique to Ontario:

Both Ottawa and the provinces have created situations where the working poor above welfare threshold levels are not contemplating taking advanced training because if they get an extra \$100 a month, they lose \$75 of it in the combination of EI premiums, CPP premiums, et cetera.

(John Richards, Evidence, SAST, 2nd Session, 39th Parliament, 13 December 2008)

While the specifics vary by province (and sometimes by city), lone parents and others seeking to leave assistance who met with the Committee during visits to agencies in cities across Canada reported such barriers. As all governments design programs intended to support such a transition, in combination, these programs can make it virtually impossible to move to employment-based financial independence from social assistance programs. For example, the Committee heard in several groups that a short-term loss of income between the beginning of employment and the receipt of a paycheque can be an insurmountable obstacle in a household with too little to begin

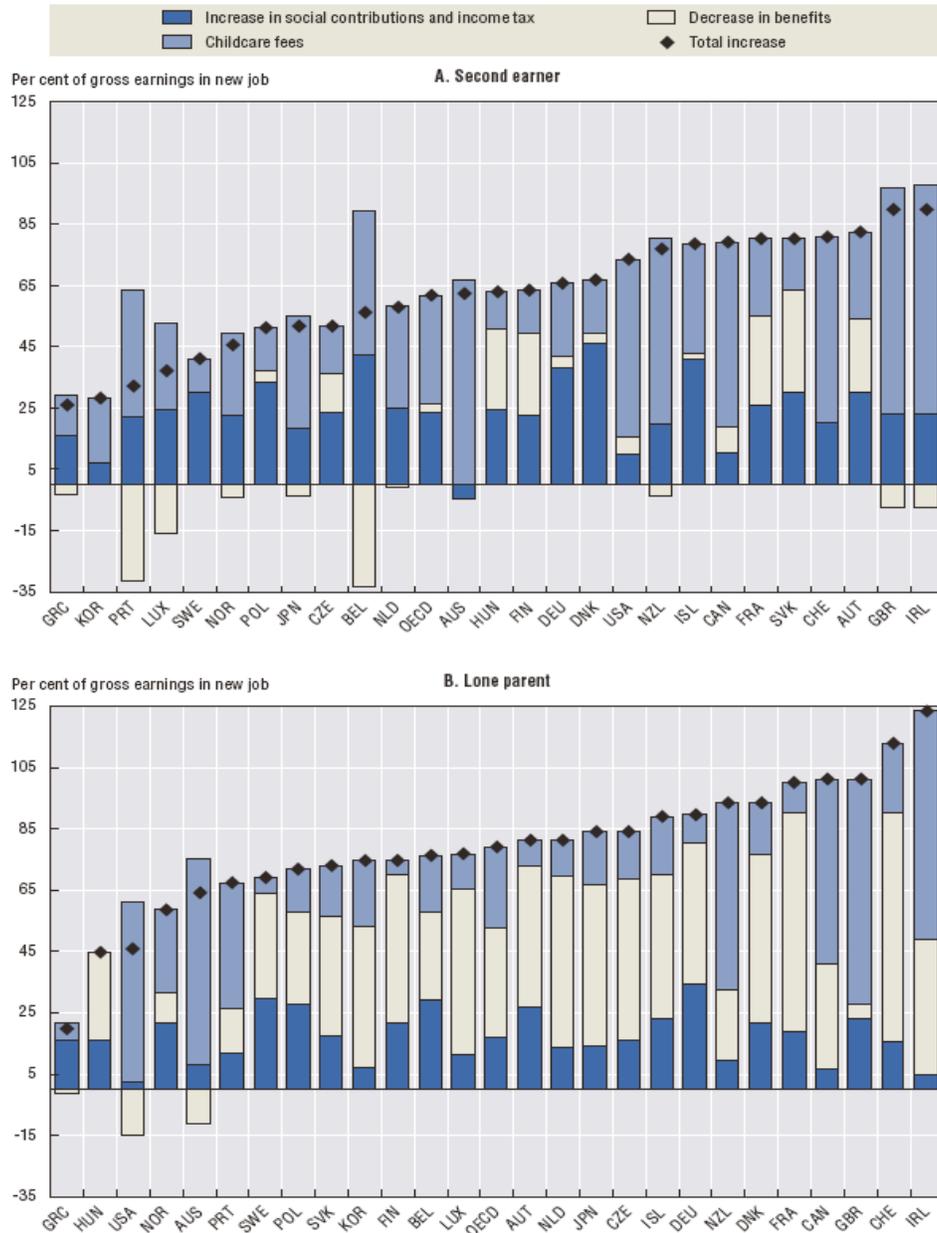
¹⁹ *Time for a Fair Deal. Report of the Task Force on Modernizing Income Security for Working-Age Adults (MISWAA)*, St. Christopher House and Toronto City Summit Alliance, 2006, p. 26.

http://www.torontoalliance.ca/MISWAA_Report.pdf. Accessed 17 July 2009.

²⁰ John Stapleton, Evidence, SAST, 2nd Session, 39th Parliament, 13 December 2007.

with. The figures below show that Canada is not alone in imposing such barriers, but it does impose among the highest METRs within the OECD for both second earners and lone parents.

Figure 2 - Implicit tax on returning to work, 2004²¹



1. Taking into account childcare fees and changes of taxes and benefits in case of a transition to a job paying two-thirds of average earnings.

Asset depletion

Witnesses told the Committee of the rigid requirements for asset depletion attached to many income support programs, especially social assistance.²² While we understand the interest in ensuring that higher income Canadians are not drawing on income assistance programs, we have come to

²¹ Organisation for Economic Cooperation and Development, *Economic Policy Reforms: Going for Growth 2009*, 2009, p. 123.

²² See for example Sid Frankel, Evidence, SAST, 1st Session, 39th Parliament, 10 May 2007.

recognize the short-sightedness of requiring people to deplete almost all their assets before qualifying for such assistance. For example, forcing an individual to sell a vehicle or a home simply transfers the expense from payments for an asset (car or mortgage payment) to payments for services (public transit or taxis for example, or rent). Further, loss of home or car not only may make job hunting more difficult, but it's replacing them is an expense that needs to be faced at the same time as people are losing services associated with social assistance.

We strip people of assets when they go on social assistance. Once you get into the hole, how will you get out of it?... You can count on being well and truly impoverished if you have to go to welfare.

(Michael Mendelson, Senior Scholar, Caledon Institute of Social Policy Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

You can count on being well and truly impoverished if you have to go to welfare.

Michael Mendelson

Some witnesses have argued that rather than requiring depletion of resources, more effort should be made to encourage the creation of assets:

We have talked about income a lot, but not about wealth. Governments are doing a lot to reduce inequities in income, but the same policies are increasing inequities in wealth. For example, we can now shelter a part of our money from income tax; that is a great incentive when we have a job that brings in enough money. It enables us to build up our assets. But, for people at the bottom of the ladder, programs to help them build up their assets hardly exist. The federal government could certainly do something at that level.

(Marie-France Raynault, Director, Département de médecine sociale and Programme de résidence en santé communautaire, Université de Montréal Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

The Committee echoes a recommendation from a witness, offered to a very recent social policy conference.²³

Recommendation 2

The Committee recommends that provincial governments increase current limits on assets for qualifying applicants for the first six to 12 months, to allow those relying on social assistance for short periods of time to retain the assets they need to re-engage in the labour force and regain their economic footing.

Income Insecurity

The Committee has heard from several witnesses, and from some individuals who are grappling with reliance on social assistance and other government income assistance programs, that not only are the benefit amounts inadequate, but the insecurity of the income flow is a major problem.

In the families to whom I provide care on a daily basis, I have seen first-hand the severe stress that comes from worrying about how to make ends meet. The stress affects their daily life and leads to depression, despair and dropping-out.

(Marie-France Raynault, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

²³ Michael Mendelson, "Income Support for the Adult Unemployed," Presentation to Queen's International Institute on Social Policy, 2009, Slide 16.

http://www.queensu.ca/sps/events/qiisp/2009/42_Michael_Mendelson.pdf. Accessed 20 August 2009.

Expert witnesses described for the Committee how the interaction of programs, and the complexity that can happen in the lives of individuals and their families can result in sudden and sometimes devastating reductions in income or ineligibility for income support. Fear of such changes contributes to stress, which has its own negative impacts for adults and their children, and to decision-making based on short and uncertain time-lines.

One witness described the results of increasing both levels and security of income as follows:

[M]oney helps reduce stress within the family, which leads to better outcomes. That is obviously true, but it does a second thing, as well: it tends to extend the time horizon for decision making. If you have enough money, you have residential stability; you can take advantage of the programs that are offered in schools and the NGO programs. You can do all kinds of things. If your decision making is restricted to trying to decide whether to buy milk or Kool-Aid, you are not making those longer-term decisions that are useful for your family.

(Evelyn Forget, Professor, Department of Community Health Services, University of Manitoba Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

Recommendation 3

The Committee recommends that federal government modify all federal income security programs, e.g., Employment Insurance, to better protect Canadians in low-income households who experience short-term gaps in income.

Inadequacy of income

The Committee heard from many witnesses²⁴ of the depth of poverty for many who rely on social assistance or other “last resort” income security programs. The National Council of Welfare calculated social assistance benefits as a percentage of Statistics Canada’s after-tax LICO for 2007, and found that benefits for single individuals who were considered “employable” were as low as 19% of LICO, and didn’t exceed 50% of LICO in any province in 2007.²⁵ For families of four people, the benefits ranged from 50% of after-tax LICO, to a maximum of 66%.²⁶

Welfare benefits leave people well below any measure of poverty.

Some witnesses have suggested that the level of assistance (or even minimum-wage employment) is so low that it leads some recipients into criminal behavior, including prostitution.²⁷ This view was confirmed in a conversation some Committee members held with sex-trade workers in Regina.

The Committee believes that collectively, governments must prevent this kind of outcome, and must ensure that people have enough money to support themselves and their families. Historically, Canadian governments have done better. One of our witnesses reported that cuts to social assistance

²⁴ See, for example, Clifford Lee, Submission to Subcommittee on Cities, 2nd Session, 39th Parliament, 13 August 2009, p. 2.

²⁵ National Council of Welfare, *Welfare Incomes, 2006 and 2007*, 2008, p. 44. <http://www.ncwcnbes.net/documents/researchpublications/OtherPublications/2008Report-WelfareIncomes2006-2007/Report-WelfareIncomes2006-2007E.pdf>. Accessed 25 August 2009.

²⁶ Ibid.

²⁷ Greg deGroot-Maggetti, Evidence, SAST, 1st Session, 39th Parliament, 3 May 2007.

in 2005 resulted in a reduction in benefits for lone mothers from 81% of the poverty line to 56% in 2006.²⁸

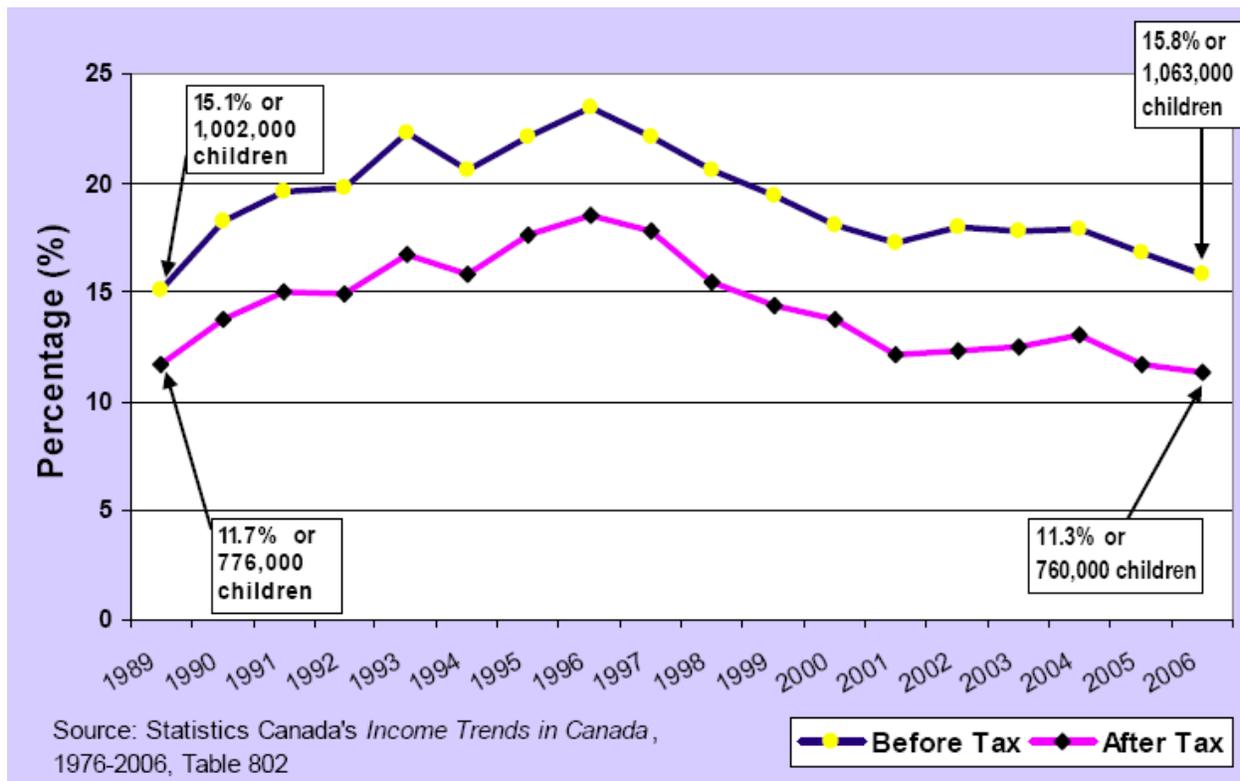
Recommendation 4

The Committee recommends that the federal government establish with the provinces a goal that individuals and families, regardless of the reasons for their need, receive incomes totaling at least after-tax LICOs.

Child poverty

An all-party resolution from the House of Commons to “seek to achieve the goal of eliminating poverty among Canadian children by the year 2000” has not proved to be sufficient impetus to accomplish the goal. As demonstrated by the figure below, while the percentage of children living in poverty has declined from its peak in the mid-1990s, it has not declined significantly since the start date of 1989.

Figure 3 - Children in Canada in low income families 1989-2006 (before and after tax)²⁹



The poor families these children live in are often headed by someone in the labour force; in more than 40% of these families in 2006, at least one person was working full-time.³⁰ In the poorest

²⁸ “Lone Mothers: Building Social Inclusion – Community Bulletin #1,” p. 4, February 2008. Submitted to the Subcommittee on Cities by Leah Caragata, 2nd Session, 40th Parliament, 2 April 2009.

²⁹ Campaign 2000, “Report Card on Child and Family Poverty in Canada 2008,” p. 1.

<http://www.campaign2000.ca/rc/C2000%20Report%20Card%20FINAL%20Nov%2010th08.pdf>.

Accessed 10 September 2009.

³⁰ *Ibid.*, p. 3.

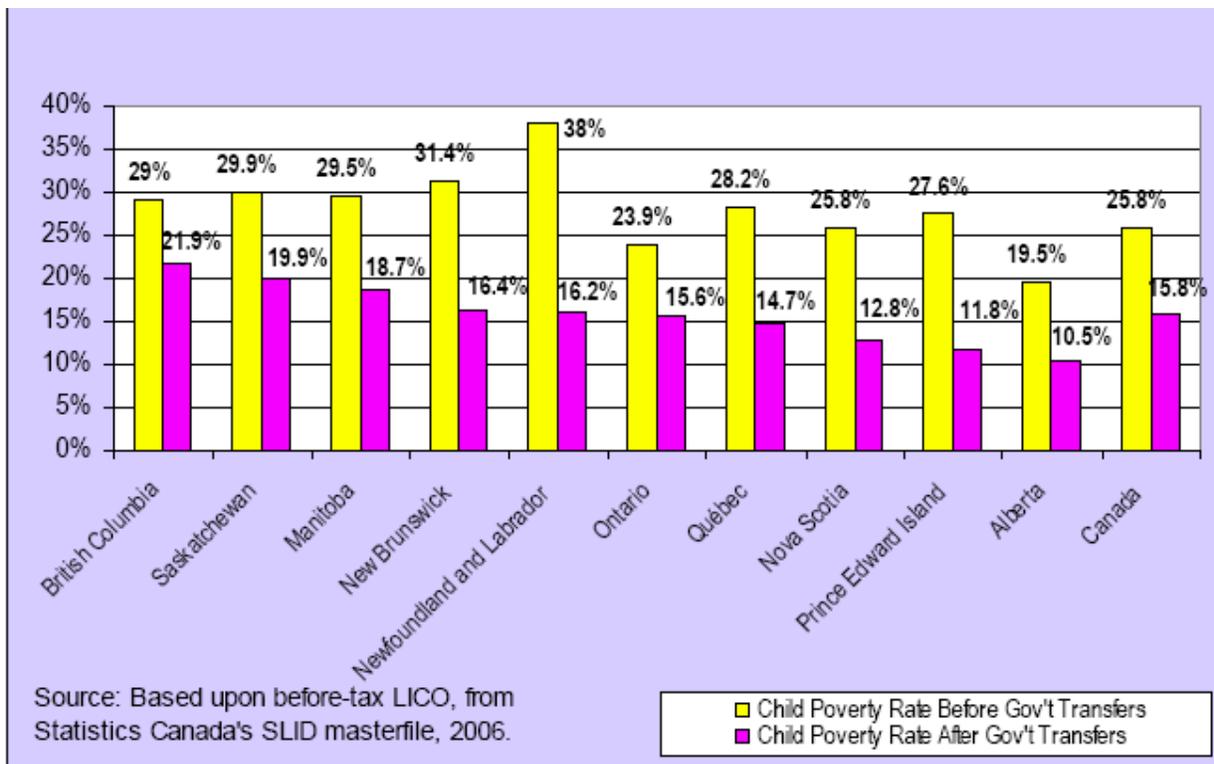
neighbourhoods in Toronto, the Committee heard that 80% of low-income parents are working at least part-time.³¹ One-third of all poor families in 2006 were headed by lone mothers.³² Working poverty is addressed later in this section of the report; the particular hardships of lone parents are addressed in greater detail in Section 5 of this report.

The Committee has heard extensive testimony about the importance of raising incomes of families raising children, and about the urgent need to ensure better access to early learning opportunities and adequate supports for those children, and better training and employment opportunities for their parents. These issues, too, are addressed in later parts of this section on poverty.

We need to raise incomes of families raising children, to get children out of poverty.

Finally, the Committee has seen and heard of the important difference that income transfers can make to poor families with children. The following figure demonstrates that impact, with reductions in the poverty rates among children by at least one-third in every province in Canada. These income transfers and related recommendations are included later in this section.

Figure 4 - Impact of income transfers on child poverty: Canada & provinces, 2006³³



Consequently, the Committee has recommended a significant increase in this program, outlined in more detail later in this section.

³¹ Frances Lankin, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008.

³² Ibid., p.2.

³³ Campaign 2000, p. 3.

The cost of poverty

There is increasing evidence that the cost of doing nothing to reduce or eliminate poverty is large enough that many remedies are probably less costly.

In a panel discussion on income security programs, one expert urged us to address “the continuing cost of doing nothing, that we are paying at the other end in health care costs and in some criminal justice costs.”³⁴ This was not the first time the Committee had considered this issue.

We need better measures to help us understand the economic cost of poverty and the economic benefit of helping particularly our children and young families to get out of poverty. Although people want to do social good, we are even more compelled to act when the business case is made that poverty reduction means that some form of economic gain will be there for all. It is not only social improvements.

(Tom Gribbons, Chair, Vibrant Communities Saint John, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 June 2009)

In fact, calculating the cost of poverty, or of “doing nothing” is more complex than it may seem.

*Poverty is costing all of us dearly. Some costs, those of personal human suffering, are simply incalculable but they are nonetheless preventable. Other costs, the more economic ones, may still be very difficult to calculate precisely. What really matters, however, is not that we put an exact number on the cost of poverty. What we as a society need is to set clear goals, compare the benefits to the costs over the short and the long term, evaluate our progress and understand that we get what we pay for. The foundation for a sustainable high quality of life does not come cheaply. But let us invest wisely now, for the public good and the positive results that will benefit all Canadians.*³⁵

Calculating the costs

Since the National Council of Welfare published these words in 2002, analysts have been taking on the challenges associated with calculating economic costs of poverty. They have put aside the incalculable costs mentioned in this excerpt, seeking to measure costs, either of existing income support and programs costs believed to be higher because of poverty, or of the supports and programs necessary to eliminate or reduce these problems; and then to measure savings and/or benefits that would accrue from lowered rates of low-income and housing insecurity.

Detailed work on conceptual frameworks and costing has been done in the US and in the UK, focussing on child poverty. Less has been done in Canada, though the need has been identified repeatedly. In a background paper to its poverty reduction strategy, the Government of Newfoundland and Labrador identified the need, and some of the measures it identified as part of the calculation.

While it is difficult to put a dollar figure on how much poverty costs, there are many indicators of the human cost of poverty, such as increased illness, more violence against women, lower labour force participation and more family disintegration.³⁶

As in other jurisdictions, efforts at more precise costing have been made.

³⁴ Sid Frankel, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009.

³⁵ National Council of Welfare, *The Cost of Poverty*, Report No. 15, Winter 2001-02.

<http://www.ncwcnbes.net/documents/researchpublications/OtherPublications/2002Report-TheCostOfPoverty/ReportENG.htm>. Accessed 1 April 2009.

³⁶ Government of Newfoundland and Labrador Human Resources, Labour and Employment Department, “Building pathways to poverty reduction: Backgrounder,” *News Releases*, 21 March 2005.

<http://www.releases.gov.nl.ca/releases/2005/hrle/0321n22.htm>. Accessed 24 August 2009.

In Calgary, for example, in 2004, a study of “external costs” focussed on data that were readily available, related to health care, education, criminal justice, income support and other social supports.³⁷ The figures refer not to the consequences of poverty, but rather to the allocation of public funds needed to address them. The study does not, for example include social assistance payments themselves as costs (as they simply transfer funds from one group or entity to another), but it does include the administration and financing of income support as a cost; without poverty, these costs would not occur.³⁸ This study uses and describes a very technical approach to assessing costs. However, this analysis also sought to determine current spending and anticipated spending to address the consequences of poverty, and to assess the savings of reducing the level or rate of poverty. These figures are reflected in speculative assessments and calculations.

Based on these two approaches, this study calculated a conservative estimate of an annual cost of poverty in Calgary of \$8.25 billion, with a speculative assessment of between \$46 billion and \$56 billion each year.³⁹

The recent Ontario study on the costs of poverty was guided by a strong advisory group including economists and policy experts (Don Drummond of TD Bank Financial Group, Judith Maxwell of Canadian Policy Research Networks, and James Milway of the Institute for Competitiveness and Prosperity). The study offered the chart below to demonstrate the relationship between individuals and families in poverty, institutions and governments.

The economic and social costs of doing nothing about poverty — more than \$20 billion — are more than we can afford.

The study calculated the portion of public spending for health care and criminal justice attributable to poverty, and the economic loss caused by unemployment and underemployment and low education and skills outcomes that can be attributed to low income.⁴⁰

The calculations in this study include three types of costs:

- remedial costs, treating the symptoms of poverty, relating specifically to criminal justice and health costs;⁴¹
- intergenerational costs, or the low educational achievement costs associated with the poverty of children in low-income families; and
- opportunity costs, or foregone productivity and tax revenues as social costs, and foregone income as private costs.

Although the study is focussed on Ontario, it reports on costs for both the province and for Canada as a whole. For Ontario, the study reported social costs of between \$10 billion and \$14 billion annually. The national social cost is calculated at between \$24 billion and \$30 billion annually.⁴²

³⁷ Alan Shiell and Jenny Zhang, “The External Costs of Poverty: A Conservative Assessment,” United Way of Calgary and Area, June 2004, p. ii. http://tamarackcommunity.ca/downloads/vc/cal_costssofpoverty04.pdf. Accessed 24 August 2009.

³⁸ Ibid., p. 11

³⁹ Ibid., p. 28.

⁴⁰ Nathan Laurie, *The Cost of Poverty: An Analysis of the Economic Cost of Poverty in Ontario*, Ontario Association of Food Banks, November 2008, p. 1.

⁴¹ Ibid.

⁴² Ibid., p. 19.

The table below provides a more detailed breakdown of provincial and national social costs, and includes private costs for each.

Table 1 - The costs of poverty in Canada and Ontario (2007 dollars)⁴³

CANADA	PRIVATE COSTS	SOCIAL COSTS
Health Care		\$7.6 billion
Crime		\$1 - 2 billion
Intergenerational	\$8.2 - \$10.3 billion	\$3.1 - \$3.8 billion
Lost Productivity	\$35.8 - \$41.2 billion	\$8.6 - \$13 billion
- Adjustment for understatement of productivity loss	+\$4.1 billion	
- Adjustment for transfer payments		+\$4.1 billion
TOTAL	\$48.1 - \$55.6 billion	\$24.4 - \$30.5 billion
ONTARIO	PRIVATE COSTS	SOCIAL COSTS
Health Care		\$2.9 billion
Crime		\$0.25 - \$0.6 billion
Intergenerational	\$3.3 - \$4.3 billion	\$1.3 - \$1.6 billion
Lost Productivity	\$16.6 - \$19 billion	\$4 - \$6.1 billion
- Adjustment for understatement of productivity loss	+\$1.9 billion	
- Adjustment for transfer payments		+\$1.9 billion
TOTAL	\$21.8 - \$25.2 billion	\$10.4 billion - \$13.1 billion
GRAND TOTAL	\$32.2 - \$38.3 billion 5.5% - 6.6% of Ontario's GDP	

Other less comprehensive studies have been done recently that report on the cost of poverty related to specific sectors.

For example, a recent report prepared for Ontario physicians to help them identify poverty among their patients, reported a cost of health disparities, many of which are “due to economic disparities.”⁴⁴ This cost, the report stated, increased health care costs by 20 percent, or about \$35 billion annually.⁴⁵

Another recent study reported on the cost of “poverty-related crime” to the criminal justice system in Alberta. In particular, it considered the costs associated with charges and incarcerations for failure to pay a fine, which results in more than 20,000 people being incarcerated each year.⁴⁶ This report concluded that “Even if all of these crimes were at the level of a transit pass failure to pay offence, the provincial costs for the incarceration of offenders of this crime would be approximately \$29,631,000 annually.”⁴⁷

⁴³ Ibid.

⁴⁴ Gary Bloch, et. al., “Poverty and Health: Identifying poverty in your practice and community,” *Ontario Medical Review*, May 2008, p. 41. <http://www.stonegatehc.org/tempindex/Identifying%20Poverty.pdf>. Accessed 24 February 2009.

⁴⁵ Ibid.

⁴⁶ Poverty Reduction Coalition, “Crimes of Desperation: The truth about poverty-related crime,” United Way of Calgary and Area, March 2008, p. 3.

<http://www.reducepoverty.ca/pdf/Crimes%20of%20Desperation%20ES.pdf>. Accessed 24 February 2009.

⁴⁷ Ibid.

In British Columbia, the Health Officers Council recently released a discussion paper on health inequities, which includes some costing data. It cites the BC Healthy Living Alliance estimation that “three major risk factors associated with poverty and health inequity (tobacco use, physical inactivity and overweight/obesity) cost the BC economy approximately \$3.8 billion annually.”⁴⁸

Like the Ontario article, this paper proposes that if even 20% of health care costs are attributable to health inequities, the costs associated with them would be \$2.6 billion annually.⁴⁹

Finally, the Committee heard of two studies that examined education with economic costs and benefits. The first was a recent study that calculated the economic benefits that could be realized if Aboriginal peoples achieved the same educational outcomes as non-Aboriginal people in Canada,⁵⁰ estimated to take until 2026:

By 2026, we find that if we can eliminate this gap, basically GDP in Canada would be increased by \$37 billion. The cumulative amount over that period would be more than a \$400-billion increase in GDP for Canadians. Again, [revenue from] taxes would be up significantly — by about \$64 billion cumulatively — and government would be spending less money on welfare, crime and housing. That would mean about \$140 billion less in government spending.

(Andrew Sharpe, Executive Director, Centre for the Study of Living Standards, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009)

A second study examined the cost (private and public, short-term and long-term) of non-completion of secondary school in Canada, looking first at the per-dropout costs to government:

In terms of social assistance, the [annual] cost to government is over \$4,000 a year. Crime is over \$200 a year. In terms of labour and unemployment, there are a number of different, significant costs. Earning losses to the individual on an annual basis are just under \$3,500 a year, tax revenue lost to government is over \$200, EI loss is just under \$100, and the EI cost of the government is just over \$2,700...

The aggregate numbers are staggering once we look at the number of all the high school dropouts in Canada. Again, just as a few examples, in the area of health it is \$23.8 billion annually, in the area of social assistance it is \$969 million, and in the area of EI costs it is over \$1 billion.

(Olena Hankivsky, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009)

Witnesses have called not only for a comprehensive calculation of costs, costs savings, and benefits,⁵¹ but also for communicating them to the public, so that poverty-reduction initiatives are seen in the context of savings, rather than spending:

It is important to get that message across. Poverty does not only cost people who live in it. It also costs us as a society. Somehow we need to bring the costs of poverty together with investments in human development.

(Greg deGroot-Magetti, Evidence, SAST, 1st Session, 39th Parliament, 3 May 2007)

Despite such compelling evidence from so many sources, there is no definitive assessment of the costs of poverty or how they might compare to the costs of various approaches to its remedy and prevention.

⁴⁸ Health Officers Council of BC, *Health Inequities in British Columbia: Discussion Paper*, November 2008, p. 9. http://www.phabc.org/files/HOC_Inequities_Report.pdf. Accessed 24 February 2009.

⁴⁹ Ibid.

⁵⁰ These differentials are explored in more detail in Section 4 of this report.

⁵¹ Avy Go, Submission to SAST, 2nd Session, 39th Parliament, March 2008, p. 7.

Recommendation 5

The Committee recommends that the federal government publish a Green Paper by 31 December 2010, to include the costs and benefits of current practices with respect to income supports and of options to reduce and eliminate poverty, including a basic annual income based on a negative income tax, and to include a detailed assessment of completed pilot projects on a basic income in New Brunswick and Manitoba.

Working poverty

While there is compelling evidence that employment is the most likely route to an adequate or better income in Canada, the Committee has heard that employment alone is often not sufficient to bring individuals or families out of low-income circumstances. The Committee had heard considerable evidence about the restructuring of the labour force in Canada, having been reminded that increasingly a single job is not enough to support a family, even if it is full-time and at minimum wage.

Many poor people are employed, but do not earn enough to support their families.

Witnesses identified the trend in their own communities, starting with Calgary:

If employment was the answer to poverty, then Calgary is most certainly the city where that answer should have been found. Was it? According to the most recent census, 14% of Calgarians continue to live in poverty, virtually unchanged from 2001, and less than one third of those were receiving welfare. The rest were presumably working.

(Derek Cook, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 23 April 2009)

Toronto witnesses described the very high proportion of working people among low-income families:

[O]ver 80% of the poor families living in the poorest neighbourhoods in Toronto are working. This story is about the working poor, and so it remains important for us to look at income security across a range of social supports.

(Frances Lankin, Chief Executive Officer, United Way of Greater Toronto, Evidence, SAST, 1st Session, 39th Parliament, 28 February 2008)

The Committee also learned that 70% of non-seniors in Toronto Community Housing “gain some or all of their income through employment.”⁵²

In Montreal, we learned of the very high percentage of people who are working and using food banks:

We [in Montreal] have over 300,000 people, we were told, who work and are poor and must go to get food at the end of the month. People who work for minimum wage and are the sole provider are getting half of what they need to be at the poverty level. They must work between 50 and 60 hours a week at that salary to be able to cope. Something is drastically wrong.

(Michèle Thibodeau-DeGuire, Evidence, SAST, 1st Session, 39th Parliament, 14 June 2007)

Several witnesses pointed out the particular vulnerability of people who are employed and still poor, as many do not access many of the supports and programs available to people who receive social assistance.⁵³

⁵² Derek Ballantyne, Evidence, SAST, 2nd Session, 39th Parliament, 21 November 2007.

⁵³ See for example testimony from Ken Battle before the Committee on 28 February 2008, or from Gina Browne before the Committee on 29 November 2007.

Precarious Employment

Much of the evidence on the failure of employment to provide the anticipated route out of poverty focussed on the increase in precarious employment; this is defined as “the shift in labour markets from full-time and more or less permanent jobs to those with at least some of the following characteristics: temporary, part-time, irregular hours, low wages, and few if any benefits.”⁵⁴

Witnesses before the Committee highlighted the importance of the “new” labour market as a factor in the failure of current programs to meet their goals of leading people to employment as an escape route from poverty:

[T]he trend in the Canadian labour market over the last 25 years ... [shows] a strong increase in more unstable work and part-time work, and an increase in the new category called the working poor. Twenty-five or 30 years ago, the fact of having a steady income was enough to keep a person above the poverty line. This is no longer the case. The working poor are found in all provinces.

(Jean-Claude Icart, Representative, Table de Concertation des organismes au service des personnes réfugiées et immigrants, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008)

Temporary and part-time work has been rising, reaching 40% of jobs,⁵⁵ and more people in these jobs are earning minimum wage than people in “standard” jobs. In 2004, for example, 15% of part-time workers were earning minimum wage, compared to less than 5% of full-time workers.⁵⁶

More and more jobs – 40% of the total – are part-time or temporary.

The Committee has learned that precarious employment “is spreading especially rapidly in urban areas and among women, youth and racialized groups who are over-represented in the most precarious employment forms and work arrangements.”⁵⁷ The Committee was also reminded that in addition to low incomes, precarious employment often means fewer benefits and supports from employers, which has a disproportionate impact on women raising children⁵⁸. Similarly, the Caledon Institute, in proposing new architecture for income security programs, noted that one-third of working people were in non-standard or “precarious” employment, which was defined as “self-employment, multiple job holders, contract workers and part-time workers.”⁵⁹

Those at greatest risk of non-standard work are those who have higher-than-average poverty rates:

*Groups at high risk of nonstandard work include young people who have less than or only high school education, women who leave the workforce for extended periods to care for their children or aging family members, displaced older workers with limited education and obsolete work skills, Aboriginal Canadians, visible minorities, persons with disabilities and recent immigrants.*⁶⁰

⁵⁴ Patricia Evans, “Challenging Income (in) security: Lone Mothers and Precarious Employment,” Paper prepared for the 12th BIEN Congress - Inequality and Development in a Globalised Economy—The Basic Income Option, Dublin, Ireland, June 20-21, 2008, p. 2.

⁵⁵ Morley Gunderson, “Minimum Wages in Canada: Theory, Evidence and Policy,” Prepared for the Federal Labour Standards Review Commission, updated December 2005, pp. 44-45.

⁵⁶ Statistics Canada, “Fact sheet on minimum wage,” *Perspectives on Labour and Income*, September 2005, p. 22.

⁵⁷ Leah H. Vosko, “Precarious Employment in Canada: Taking Stock, Taking Action,” *Just Labour*, 2003, p. 5.

⁵⁸ Glenn Drover, Evidence, SAST, 1st Session, 39th Parliament, 10 May 2007.

⁵⁹ Ken Battle, et. al. *Towards a New Architecture for Canada’s Adult Benefits*. Caledon Institute of Social Policy, June 2006, p. 7.

⁶⁰ *Ibid.*

Finally, the Committee has learned that those in precarious employment are less likely to qualify for Employment Insurance benefits, leaving them to rely on lower, less secure incomes under social assistance.⁶¹ Both Employment Insurance and social assistance are addressed in more detail below.

Minimum Wage

People talk about how businesses cannot afford a higher minimum wage. People cannot afford to live on the minimum wage the way it is.

(Marika Morris, Research and strategic communications consultant, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 4 June 2008)

People cannot afford to live on the minimum wage the way it is.

Marika Morris

Other witnesses have identified the declining real value of minimum wages, and the need to establish “living wage” policies as central to “making work pay”, at least enough to escape poverty.

With respect to the minimum wages, because our group is heavily involved with minimum-wage and living-wage campaigns across the country with partner organizations, we feel this change is one of the most fundamental ones that needs to happen, and it would make a major difference for the working poor.

(Rob Rainer, Executive Director, Canada Without Poverty, Evidence, SAST, 1st Session, 39th Parliament, 3 May 2007)

One Canadian journalist identified a “living wage” policy as having originated in Baltimore in 1994; in this context, the policy included not only a minimum wage well above the legislated level, but also a procurement policy that required a similar wage be paid to all contractors working for the City of Baltimore and their employees as well.⁶² The same article warned that this policy was “on its way to becoming a social policy affectation for some of Canada’s richest cities.”⁶³

The campaign for living wage policies has been especially strong in Calgary. City Council received a report on the impact of a living wage, and directed staff to report back by January 2009 with a policy and implementation plan.⁶⁴ In addition, the Calgary Chamber of Commerce was designated a “living wage leader” by Vibrant Communities Calgary, which has been promoting the living wage policy. This designation means that

*[T]he chamber is committed to paying a living wage of \$12 per hour with benefits, or \$13.25 without benefits, to all employees, be they full-time, part-time or casual, and to contracted employees who work there for two days or more per week.*⁶⁵

Finally, the Calgary’s 10-year plan to end homelessness indicates that funding for case management will operate on a living wage basis.⁶⁶

⁶¹ Carole Vincent, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 29 May 2008.

⁶² Peter Shawn Taylor, “Killer Living Wages,” *National Post*, 4 November 2008.

⁶³ Ibid.

⁶⁴ “Living Wage,” City of Calgary website. Accessed from

http://www.calgary.ca/portal/server.pt/gateway/PTARGS_0_0_780_237_0_43/http%3B/content.calgary.ca/CCA/City+Hall/Business+Units/Finance+and+Supply/Policies/Sustainable+Environmental+and+Ethical+Procurement+Policy+SEPPP/Living+Wage.htm 16 February 2009. Information no longer available on website as of 21 April 2009.

⁶⁵ Gina Teele, “Chamber sets ‘living wage’ example; Award honours fairness amid financial crisis,” *Calgary Herald*, 5 February 2009, p. D3.

⁶⁶ Calgary Homelessness Foundation, *Calgary’s 10-Year Plan to End Homelessness*, 2008, p. 28.

A similar policy was also being considered, with an impact assessment having been submitted by city officials in August 2008,⁶⁷ in the Region of Waterloo. The City of Ottawa also began study of such a policy in the spring of 2009.

While the federal government has, in the past, legislated a minimum wage for workers in federal sectors, e.g., transportation and banking, it stopped doing so in 1996, and employees in federal sectors have been governed by provincial and territorial minimum wage legislation ever since.

There has been considerable debate in recent years, with many front-line agencies and social policy advocates arguing that a higher minimum wage is an important element in any poverty reduction strategy, and is part of “making work pay.” These views have been heard before the Committee.⁶⁸ Others have argued that since most part-time workers are second-income earners and/or youth living at home, a higher minimum wage is not going to reduce poverty, and could, in fact, result in fewer low-wage jobs, making things worse for youth and low-income households.⁶⁹ The Committee learned that in 2004, half of workers under the age of 25 were earning minimum wage, while fewer than 2% of workers over the age of 25 were minimum-wage earners.⁷⁰

In addition, a recent Australian study of both Australian and American data found that increases in minimum wages resulted in longer spells on social assistance for single mothers, not shorter spells.⁷¹

One expert on minimum wage concluded:

As an anti-poverty device, however, they are an exceedingly blunt instrument and not well targeted towards the poor for various reasons: many of the poor do not work; those that do often work few hours; there is the risk of an adverse employment effect; minimum wages disproportionately affect teens who are distributed throughout the family income distribution; and minimum wages affect individual wages while poverty is defined in terms of family income and need.⁷²

Recent analysis has shown an increase in the proportion of workers over the age of 20, not in full-time studies, who are working for less than \$10 an hour.⁷³ As well, several provinces have announced increases in minimum wages, including scheduled increases over time; in some cases, these changes were made in the context of poverty reduction strategies or plans.

Recommendation 6

To demonstrate a federal commitment to adequate minimum wages, the Committee recommends that the federal government reinstate a federal minimum wage at \$10/hour, indexed to the Consumer Price Index, and that suppliers of goods and services to the federal government be required to pay its employees at least that amount.

⁶⁷ Community Services Committee of Region of Waterloo, *Minutes*, 19 August 2008. Accessed from <http://www.region.waterloo.on.ca/web/Region.nsf/8ef02c0fded0c82a85256e590071a3ce/5c6989441b77f5cf852574ad005734cc!OpenDocument>, 16 February 2009.

⁶⁸ Nancy Burrows. Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 4 June 2008.

⁶⁹ Gunderson, p. 9.

⁷⁰ Statistics Canada, p. 20.

⁷¹ Peter Brandon, “Examining Effects of Minimum Wages: Single Mothers’ Exits from Welfare,” Employment Policies Institute, June 2008, p. 18.

⁷² Gunderson, pp. 44-45.

⁷³ Ron Saunders, “Globalization and the Changing Nature of Work in Canada,” Presentation to Conference on: Global Strategies: Improving the Conditions of the Working Poor, Canadian Policy Research Networks, May 2008, slides 2 and 3.

Employment insurance

We need a national conversation on Employment Insurance. This is the first post-UI recession, so Canadians are coming to realize the gaps and the inadequacies in the social insurance program into which they have been paying premiums faithfully. They are discovering to their consternation and horror that the program is not there for them.

(Michael Prince, Professor of Social Policy, University of Victoria, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

Canada's unemployment insurance system (now called Employment Insurance – EI) was first introduced in 1940, and has been through several generations of changes since. Originally intended to provide partial wage replacement for employees who experienced involuntary unemployment, it excluded large groups of employees, including those in jobs with low risk of unemployment and those for whom unemployment was highly probable or certain, e.g., employees employed in seasonal industries such as agriculture, fishing, lumbering and logging.⁷⁴ The Committee has heard from experts that the program has since evolved and now has three major goals: income support for new parents and caregivers, insurance against income loss due to unemployment, and training for unemployed workers.⁷⁵

Until 1990, the program was financed by contributions from employers, employees, and the federal government, which contributed 20% of the combined employer-employee contribution and the cost of program administration. Today, employers and employees are the sole contributors.

The last major reform of the UI/EI system occurred when the *Employment Insurance Act* was implemented in 1996.⁷⁶ Major changes included a new qualification requirement and benefit structure based on hours instead of weeks of insurable employment, with the first hour of work covered. Employees whose annual earnings were \$2,000 or less could apply for a premium refund. The calculation of average weekly insurable earnings for benefit purposes was also changed to encourage individuals to work more than the minimum qualification requirement.

Compared to the UI program prior to the 1971 reforms, which essentially restricted support to regular benefits and benefits to self-employed fishers, EI provides benefits to employees who are sick (sickness benefits), pregnant (maternity benefits), caring for a new-born or adopted child (parental benefits), or caring for a close family member whose death is imminent (compassionate benefits); work-sharing; and other labour market adjustment assistance (employment benefits and support measures). Despite these reforms, the Committee has heard that it has not responded to economic restructuring over the past decades, nor to the economic downturn over the past months.

Limited access

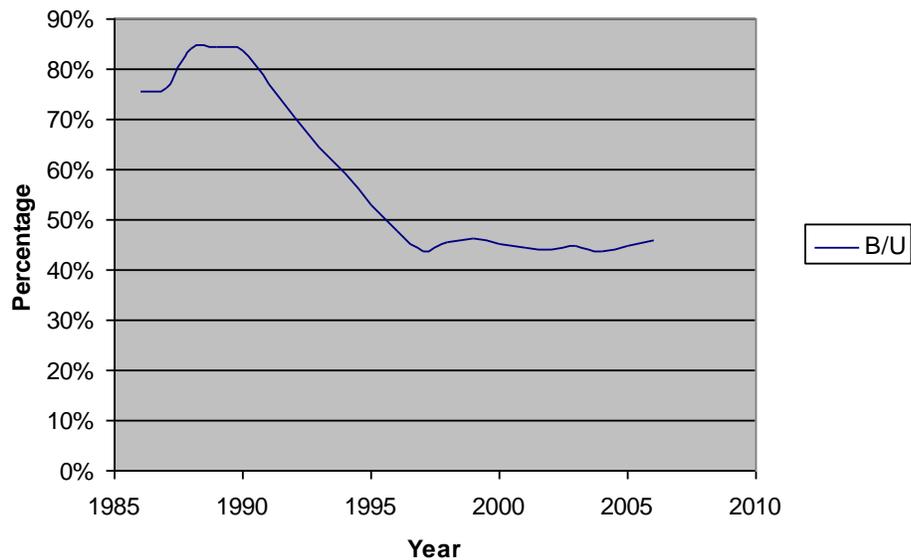
There is considerable evidence, captured in the figure below, that starting as early as 1990, Unemployment Insurance (UI), as it was then known, began to shrink in terms of what percentage of unemployed persons were able to draw UI benefits.

⁷⁴ Gary Dingleline, *A Chronology of Response: The Evolution of Unemployment Insurance from 1940 to 1980*, Employment and Immigration Canada, 1981, pp. 9–10.

⁷⁵ See, for example, testimony by Miles Corak and Evelyn Forget, Evidence, Subcommittee on Cities, 29 May 2009.

⁷⁶ *Bill C-12: An Act Respecting Employment Insurance in Canada*, 1996.

Figure 5 - Beneficiaries as a proportion of unemployed (B/U)⁷⁷



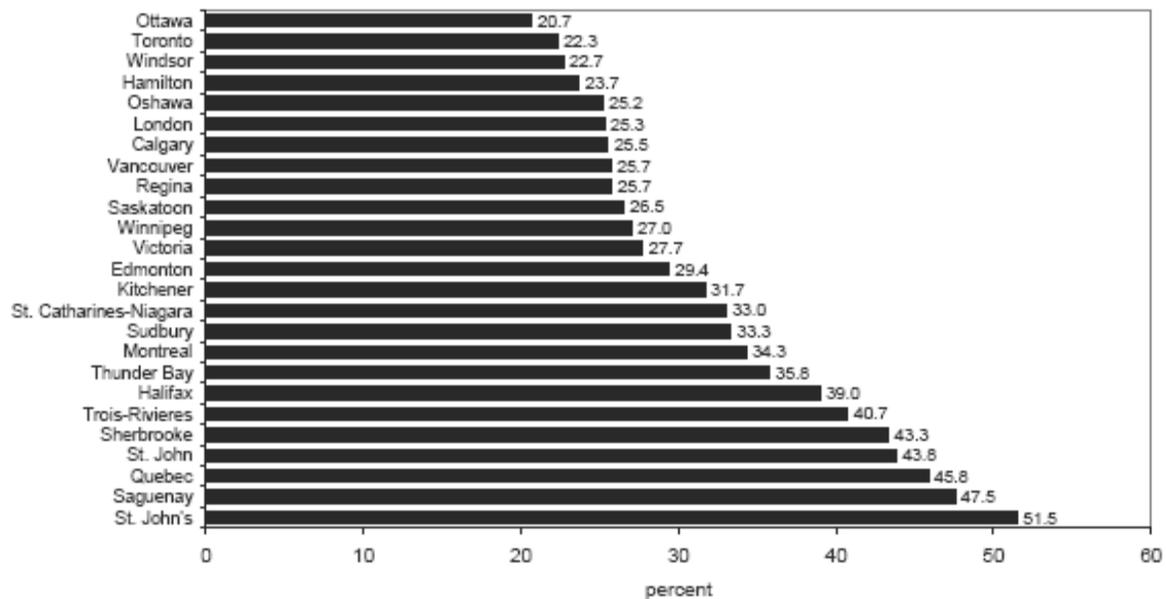
In 2008, 571,800 unemployed people had contributed EI premiums; of those, 17.8% had not worked enough hours to qualify for benefits.⁷⁸

At the same time, eligibility requirements and the duration of benefits are based on the employment rate in one of more than a dozen economic regions, resulting in widely divergent coverage across Canada. The figure below provides evidence of the variations in cities across Canada in 2004.

⁷⁷ Data taken from "Impacts and Effectiveness of the Employment Insurance Program," *Employment Insurance: 2007 Monitoring and Assessment Report*, from Human Resources and Skills Development Canada website, http://www.hrsdc.gc.ca/eng/employment/ei/reports/eimar_2007/chapter5.shtml. Accessed 16 October 2009.

⁷⁸ Statistics Canada, "Employment Insurance Coverage Survey," *The Daily*, 23 July 2009. <http://www.statcan.gc.ca/daily-quotidien/090723/dq090723a-eng.htm>. Accessed 24 August 2009

Figure 6 - Percentage of unemployed receiving regular EI benefits, by major city, 2004⁷⁹



Among the groups generally excluded from receiving EI benefits are “the long-term unemployed, recent immigrants, the underemployed, new workers, part-time workers (including persons with disabilities and Canadians working part time due to family care responsibilities) and workers in precarious jobs.”⁸⁰

Witnesses before the Committee noted that women and youth are particularly over-represented among those who do not collect benefits,⁸¹ and individuals who have been working in the informal economy, carrying out legal activities, but with employers who are not making contributions to the EI fund.⁸² All of these groups are over-represented in precarious employment, as well, suggesting that the existing EI program is not equipped to respond to this new labour force.

While the Committee is aware of the short-term urgencies with respect to reforming the current program, addressed below, the access issues are likely to persist in the long term. As explained to the Committee,

The [new] program would be a new, income-tested program that would provide benefits for unemployed Canadians who are not eligible for Employment Insurance... I see merit in having a social insurance program but it is incapable of serving the needs of all unemployed Canadians, so we are looking at creating another federal program to be financed through general revenues.

(Ken Battle, President, Caledon Institute of Social Policy, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008)

⁷⁹ Ken Battle, Michael Mendelson and Sherri Torjman, *Towards a New Architecture for Canada's Adult Benefits*, Caledon Institute of Social Policy, 2006, p. 17.

⁸⁰ Ken Battle and Sherri Torjman, “The federal role in poverty reduction,” Presentation to the Standing Committee on Human Resources, Skills and Social Development and the Status of Persons with Disabilities. Caledon Institute of Social Policy, 10 March 2009, p. 8.

⁸¹ Carol Vincent, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 29 May 2008.

⁸² David Gray, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 29 May 2008.

Recommendation 7

The Committee recommends that the federal government develop a new program to insure against income losses due to long-term employment interruption that covers those who are not included under the *Employment Insurance Act*.

In the shorter term, the Committee has considered changes that can be made to meet the needs of those who are currently entitled to benefits.

Limited benefit periods

Particularly in an economic downturn of the scale currently underway, the duration of benefits does not reflect the reality facing many of the more than 300,000 Canadians who have recently become unemployed. The Committee believes that more permanent changes to the program are needed to provide longer-term support to beneficiaries as was announced by the government in January 2009.

Older workers

Statistics Canada reported that the number of EI beneficiaries had increased more than 80% from June 2008 to June 2009, with increases of up to 400% in particularly hard-hit regions.⁸³ For males over the age of 55, the number of beneficiaries has doubled; for women there has been a 50% increase.⁸⁴ The latter number is evidence that many of those losing their jobs were employed over longer periods of time, allowing them to qualify for benefits.

The Committee learned that many long-service workers who are laid off have a particularly difficult time finding new employment or benefitting from employer-sponsored or other training opportunities, leading to the following suggestion:

I advocate providing additional benefits to long-tenured workers who have not had very many recent EI claims because the research has shown that they have the most difficulty in finding re-employment. An equity case can be raised in that case because these are workers who have sometimes contributed to the system without interruption for 30 years and often receive no more than 20 weeks worth of EI benefits. For some of these older long-tenured workers, I favour lengthening the benefit entitlement period.

(David Gray, Evidence, Associate Professor, University of Ottawa, Subcommittee on Cities, 2nd Session, 39th Parliament, 29 May 2008)

A similar, more detailed proposal was made by the Expert Panel on Older Workers, appointed by the then-Minister of Human Resources and Social Development Canada in January 2007. This Committee echoes the Panel's recommendation.⁸⁵

Recommendation 8

The Committee recommends that the federal government amend the *Employment Insurance Act* to provide benefits for a longer period to workers who become unemployed

⁸³ Statistics Canada, "Employment Insurance," *The Daily*, 25 August 2009. <http://www.statcan.gc.ca/daily-quotidien/090825/dq090825a-eng.htm>. Accessed 25 August 2009.

⁸⁴ Statistics Canada, "Beneficiaries receiving regular benefits by age group, sex, province and territory," *The Daily*, 25 August 2009. <http://www.statcan.gc.ca/daily-quotidien/090825/t090825a2-eng.htm> Accessed 25 August 2009

⁸⁵ Expert Panel on Older Workers, *Supporting and Engaging Older Workers in the New Economy*, 2008, p. iv. http://www.hrsdc.gc.ca/eng/publications_resources/lmp/eow/2008/older_workers_2008.pdf. Accessed 20 August 2009.

after a long attachment to the workforce, and that the longer benefit period not be based solely on regional unemployment rates.

Other workers

There have been calls for expansion of the system to its previous coverage or more, from unions and think tanks, including the Canadian Labour Congress,⁸⁶ the Task Force on Modernizing Income Security for Working-Age Adults (MISWAA),⁸⁷ and the Canadian Centre for Policy Alternatives.⁸⁸

Further, two reports by those appointed to advise Cabinet Ministers in the current government have called for expansion of the existing program. The committee formed to advise the Minister of Human Resources and Social Development on child care spaces recommended the following:

*Amend Employment Insurance Maternity and Parental Benefits to align more directly with the supply of child care spaces through extending the length of the benefits period and expanding eligibility for benefits, including increasing the duration of the benefits period, increasing fathers' access to benefits, introducing a new benefit for grandparents in the paid labour force and creating incentives for employers to offer benefit top-ups.*⁸⁹

More recently, the advisor to the Minister of Health on children's issues recommended that the government "... increase the length of the Employment Insurance (EI) benefit availability for Compassionate Care leave for parents with a child with a terminal illness."⁹⁰

The Committee welcomed the temporary improvements made to the system in Budget 2009, in response to the current economic downturn. Nonetheless, the Committee has been persuaded that the current system is not adequate, as has been demonstrated by massive increases in the number of people needing benefits, and the harsh outcomes that can be expected if benefits expire before employment opportunities appear. Witnesses before the Committee flagged the importance of sustained extensions of eligibility and enhancement of benefits, to reflect the new labour market and fluctuating economic circumstances.⁹¹

Finally, the Committee heard testimony suggesting that the two-week waiting period, while possibly compensated for by final paycheques in the case of lay-offs, make no sense in terms of access to parental and compassionate leave benefits, where there is no final paycheque once leave has begun.⁹²

⁸⁶ Canadian Labour Congress, "Towards A Better Employment Insurance (EI) System for Workers in Today's Job Market," February 2007, pp. 9–12.

⁸⁷ *Time for a Fair Deal*, p. 30.

⁸⁸ Monica Townson and Kevin Hayes, *Women and the Employment Insurance Program*, Canadian Centre for Policy Alternatives, 2007, pp. 36–38.

⁸⁹ *Supporting Canadian Children & Families: Addressing the Gap Between The Supply and Demand for High Quality Child Care*, Report from the Ministerial Advisory Committee on the Government of Canada's Child Care Spaces Initiative, October 2007, p. 14, http://dsp-psd.pwgsc.gc.ca/collection_2007/hrsdsc-rhdsc/HS4-29-2007E.pdf. Accessed 12 May 2008.

⁹⁰ Dr. K. Kellie Leitch, *Reaching for the Top: A Report by the Advisor on Healthy Children & Youth*, Health Canada, 2007, p. 9.

⁹¹ See for examples testimony from Andrew Sharpe, Subcommittee on Cities, 22 April 2009, or from Miles Corak, Subcommittee on Cities, 29 May 2009, both during the 2nd Session of the 40th Parliament; and from Diane Swinemar, SAST, 3 May 2008, during 1st Session of the 39th Parliament.

⁹² Richard Shillington, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 29 May 2008.

Recommendation 9

The Committee recommends that the two-week waiting period for Employment Insurance benefits be removed for people who are taking compassionate or parental leave funded through the EI program.

Responding to economic change

More specifically, the Committee heard that both entry requirements and benefit periods are based on past regional performance. Thus, it is unable to respond to even an anticipated drastic change in the economies of regions. While the Government did respond in Budget 2009 with extended benefits and increased funding on a temporary basis, the fundamentals still need change, so that the program itself is able to respond, without the requirement of extraordinary and temporary measures:

We all at some point saw this recession coming and saw that more benefits would be needed and that people in what was a low-unemployment-rate province, Ontario, would need these benefits. However, the eligibility rules in the program are tied to the recent past of the unemployment industry, so in that particular case we knew the future would change rapidly and we needed to get those people in, yet the program was backward looking by a moving average of three or four months. That gave impetus to this kind of discussion in the short term.

(Miles Corak, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

Recommendation 10

The Committee recommends that the federal government re-engineer the Employment Insurance program to allow adjustments to anticipated economic downturns, rather than be based solely on recent but past experience.

Supporting parents

The Committee heard testimony on the parental benefits provided under EI, which are among the most generous in the Organisation for Economic Co-operation and Development (OECD). In this instance, parents who are eligible for benefits can qualify for benefits to replace some of their income immediately before and for up to a year after the birth of a child. While the period of coverage is relatively generous by international standards, the coverage is spotty:

Maternity benefits are only available to about half of new mothers. Maternity benefits are not available to self-employed new mothers, except in Quebec. About half of new mothers who do not get maternity benefits worked in the last year, but they did not work in the ways and at the intensity required by EI.

(Richard Shillington, Senior Associate, Informetrica Limited, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 29 May 2008)

The program was also compared to the parental insurance plan and benefits provided in Quebec, which covers people who are self-employed, and others who may not qualify for EI benefits, and found lacking. The Committee saw the Quebec plan as a useful model, but has recognized that such a program, dissociated from EI, is a strictly provincial jurisdiction. In the hopes that other provinces may choose to offer such programs, the Committee is suggesting an expansion of the benefits under EI as an interim measure.

Recommendation 11

The Committee recommends that the federal government amend the EI program to extend its parental insurance benefits to self-employed individuals, with premiums assessed similar to those being paid by employees who access this benefit.

Medium-term and intermittent illness

The Committee heard of the difficulties created by medium-term illness or incapacity to work due to disability. Given the asset-depletion requirements of most provincial disability income schemes through social assistance, this form of income support is not appropriate for someone facing work absences that are not expected to be long-term. CPP-D is also not the answer for many people in this situation:

Currently, women with breast cancer are told they are not sick enough to qualify for CPP disability. People with MS are told they are not sick enough to qualify. They exhaust the 15 weeks provided for EI sickness benefits, which has not been changed since 1971, when it was first introduced. We have changed every other benefit under EI or UI – maternity, parental, fisher benefits, you name it; the only one we have not touched for 37 years is sickness benefits.

(Michael Prince, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 17 April 2008)

Keeping in mind our understanding from the life-course perspective, the Committee is aware that this sort of life-event can change from a temporary problem needing a temporary solution to a probably permanent dependence on inadequate income support programs. Evidence before the Committee suggests that EI is an appropriate mechanism, with an extended sickness benefit designed to allow for flexibility in benefit periods, to provide that temporary solution to more than seven million Canadians in the labour force who experience episodic illness.⁹³

Recommendation 12

The Committee recommends that the federal government expand EI sickness benefits over time to 50 weeks, to provide appropriate support for eligible beneficiaries experiencing medium-term illnesses or disabilities.

Deteriorating insurance base

The Committee heard testimony about the responses within the EI system to identified needs beyond those related strictly to short-term loss of employment. Examples included regional differentials in benefit periods and parental and compassionate leave benefits.

Most significantly, the Committee received conflicting testimony and advice with respect to this erosion of the strict insurance base. Some saw the new programs as responsive to emerging needs

⁹³ See Michael Prince, “Bold Feasibilities: A New Policy Social Architecture for Canadians With Disabilities,” Submission, Subcommittee on Cities, 22 June 2009, <http://ccdonline.ca/en/socialpolicy/poverty-citizenship/boldfeasibilities>. Accessed 16 October 2009, and Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 17 April 2009. This proposal has also been supported in “From Vision to Action: Building an Inclusive and Accessible Canada – A National Action Plan on Disability, 2007”, p. 5. <http://ccdonline.ca/en/socialpolicy/actionplan/inclusive-accessible-canada>. Accessed 28 August 2009.

and improvements to the program,⁹⁴ while others saw it as detrimental to the sustainability of the system and its capacity to meet its insurance goals.⁹⁵

One proposal that does not require stripping back the program to its narrower insurance base still allows for some progress toward strengthening the insurance base of the program: experience-rating. Re-introducing experience-rated premiums for employers has been seen by some as a mechanism to remove any incentive for employers to attempt to reduce their labour costs by laying people off and having them collect EI benefits.

One witness, reporting on recent research by the Social Development Research Corporation, explained this trend:

[A] considerable number of firms are predictably and persistently receiving subsidies through the EI program in that their employees' receipt of EI is higher than the premiums paid into the program. Our research also shows that the firms' own human resource practices and other characteristics are twice as important as the industry or geographic location of the firm in explaining whether it is subsidized by EI.

(Carole Vincent, Principal Research Associate, Social Research Development Corporation, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 29 May 2008)

A strong argument has been made that the current program should revert to a system that charges higher premiums to companies that rely repeatedly on EI because of frequent lay-offs of employees. Proposals to introduce such changes, known as 'experience rating' employers' premiums, have been made by organizations including the C.D. Howe Institute,⁹⁶ the Canadian Chamber of Commerce,⁹⁷ the OECD,⁹⁸ the Institute for Competitiveness & Prosperity,⁹⁹ and the Certified General Accountants – Canada.¹⁰⁰ Some of these organizations see experience-rating as a mechanism for lowering premiums for some companies; others made the argument on principle alone.

The Committee heard the same in witness testimony:

One innovation was structured financially to be sustainable by, if you will, experience rating the tax side. That meant differential premiums according to the number of layoffs that firms had. That is where the financial discipline came in that original proposal in 1970. That experience rating of premiums was immediately taken off the table. When the legislation came through, it went through without that experience rating.

(Miles Corak, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

The Committee recognizes that such a premium on repeated reliance by any employer on EI benefits could adversely impact seasonal businesses, including fisheries and tourism for example.

⁹⁴ Michael Prince, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009.

⁹⁵ For example, see testimony by David Gray, to the Subcommittee on Cities, 2nd Session, 39th Parliament, 29 May 2008

⁹⁶ F. Poschmann and W. Robson, *Reprogramming the EI Cash Machine: Matching Employment Insurance Premiums and Payouts*, C.D. Howe Institute Backgrounder 51, 2001.

⁹⁷ Chamber of Commerce, "Employment Insurance Program," 2007, <http://www.chamber.ca/cmslib/general/FINEI.pdf>. Accessed 20 May 2008.

⁹⁸ *Economic Surveys: Canada*, Organisation for Economic Co-operation and Development, 2006, p. 70.

⁹⁹ Institute for Competitiveness & Prosperity, *2020 Challenge: Agenda for Canada's prosperity*, 2007, p. 55.

¹⁰⁰ CGA-Canada, "Prudent, Competitive & Efficient: Submission to House of Commons Standing Committee on Finance," 2004, p. 21.

Recommendation 13

The Committee recommends that the federal government include reinstatement of experience rating for consideration in any redesign or substantial modification to the EI program.

EI-funded training

The Committee heard that far too few people who pay EI premiums and find themselves unemployed are not able to take advantage of training opportunities funded through this program. Under current regulations, an individual must qualify for benefits in order to participate in these programs.¹⁰¹

Training funded through EI must be available to people who have paid premiums but may not qualify for benefits.

The Committee learned that the success of such programs, as seen internationally, depends on a positive economic climate to begin with:

[T]he [training] services provided by the public employment office tend to be extremely effective when macroeconomic conditions are good. In other words, you have to have the jobs first before you can have an effective public employment service. This is, of course, a whole different ball game in terms of policy-making. Tinkering with the EI system itself will help, but it will only help optimally in favourable macroeconomic conditions.

(Axel van den Berg, Professor, Department of Sociology, McGill University, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 29 May 2008)

Nonetheless, the Committee understands that those who have contributed to the EI fund but are not eligible for benefits are likely to have had precarious employment, which is often all that is available to low-skilled workers, who are most in need of training.

Recommendation 14

The Committee recommends that the federal government make EI-funded training available to those who have contributed to the EI fund over time, but are not eligible for benefits.

The Committee also heard of restrictions on the kind of training that EI provides, which prevents these funds from being used in way that could assist with immigrant integration into the labour market. While a more detailed analysis of challenges facing immigrants with respect to the labour market is provided in a later section of the report, the Committee wishes to identify changes to the general programs that could be of assistance.

Recommendation 15

The Committee recommends that the federal government permit the inclusion of advanced language training and training that could equip those with credentials from other countries to qualify for Canadian recognition be permitted within training funded through the EI program.

¹⁰¹ Debbie Douglas, Submission to Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009.

Education and training

The relationship between education and poverty is a reciprocal one: education has an impact on alleviating poverty and poverty has an impact on educational outcomes. Within this broad framework, it is worth considering the following:

- Education is a term that encompasses learning taking place throughout the lifespan. It includes childhood development and early intervention, K-12 education, trades and apprenticeship education, post-secondary education, adult literacy and education, and training and development programs.
- Educational outcomes are affected by socio-economic and health factors. As one report notes, in order for children and youth to achieve their full potential, they require more than a favourable school environment. “Developments in economic security, health policy, recreation and culture, child protection and justice” also have an impact on student achievement and well-being.¹⁰²
- There exists a causal web of relationships that has to be accounted for and analyzed when developing policy solutions related to poverty and education. As an example, it is simplistic to say that poverty causes poor reading scores. A more complex understanding may demonstrate that poverty is caused by lack of employment opportunities that pay a decent living wage, which in turn forces families to move frequently, resulting in inconsistent school attendance and hence in low reading scores.¹⁰³

In an appearance before the Committee, John Richards offered the following assessment:

Over the last century the income that you can get without formal education has either declined or stagnated in all industrialized countries. The result has been that those without formal education or limited formal education working full time can often find themselves in poverty

(John Richards, Professor, Public Policy Program, Simon Fraser University, Evidence, SAST, 2nd Session, 39th Parliament, 13 December 2007)

Those without formal education or limited formal education working full time can often find themselves in poverty.

John Richards

The Committee heard that the solution to the low education status associated with low socio-economic status of parents is multi-pronged, and touches on all the areas under study:

Strategies and policy recommendations that could have a positive impact on inadequate educational opportunities linked to families' social economic status include an increased minimum wage, a restoration of broad eligibility for Employment Insurance, a major investment in social housing and improved accessibility and affordability of post-secondary education and training.

(Emily Noble, President, Canadian Teachers' Federation, Evidence, SAST, 2nd Session, 39th Parliament, 7 February 2008)

¹⁰² Rianne Mahon, *School-aged Children across Canada: A Patchwork of Public Policies*, CPRN Study No. F10, 2001.

¹⁰³ Joseph Flessa, *Poverty and Education: Literature Review*, Toronto Elementary Teachers' Federation, 2006, p. 10.

Early childhood education

In an article, one analyst emphasized that to address persistent poverty, government policy should focus on alleviating the “inequalities in acquisition of human capital among the young.”¹⁰⁴ These inequities can arise at an early stage for children. Studies suggest that early childhood intervention programs have contributed to improving the life chances for children.¹⁰⁵ In addition, parental leave policies have provided parents with the opportunity to nurture and care for their children thereby contributing positively to their social development.¹⁰⁶

Quality child care is important to outcomes for the child and availability for paid work for parents.

The Committee has heard of the importance of the early years in previous studies, including in its 1991 study on child poverty and more recent studies on population health and on early childhood development, both of which resulted in reports tabled in the Senate in 2009. Not surprisingly, the subject came up repeatedly in our consideration of poverty, housing and homelessness in Canadian cities as well.

Campaign 2000, a coalition of 120 national and regional groups focused on social issues in Canada that continues to remind Parliament of its commitment to end child poverty by 2000, continues to emphasize the importance of funding for early child development as a contributor to reaching that goal:

[A] universal, accessible, high quality early learning and child care program is absolutely crucial both for the developmental outcomes of poor children and to allow parents to seek work and training. We would like to see an investment of an additional \$1.2 billion over the foreseeable future.

(Sid Frankel, Associate Professor, Faculty of Social Work, University of Manitoba, Evidence, SAST, 1st Session, 39th Parliament, 10 May 2007)

Many other witnesses made similar recommendations, including the Canadian Teachers’ Federation, which pointed to the importance of early childhood services and supports in ensuring that all children benefit from school.¹⁰⁷ In particular, the Committee noted that the importance of significant federal investments in early learning to the success of Ontario’s poverty reduction strategy:

We have a real problem in Ontario, with the ending of the federal funding for early learning and child care. We are facing some very difficult decisions. I want to stress how important it is to kids in this province that the federal government reconsider the decision to cancel the early learning and child care agreement. It is important for the kids in terms of their early development; but if a mom cannot get access to child care, she will not be at work. She will be on social assistance. It is as simple as that, so it is very important.

(The Honourable Deb Matthews, Minister of Children and Youth Services, Minister responsible for Women’s Issues, Government of Ontario, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 June 2009)

¹⁰⁴ Ibid., p. 16.

¹⁰⁵ Stephen Sedgwick, “Human capital and social inclusion: We are all human capital now!”, paper presented at the Brotherhood of St Laurence’s Social Inclusion Down Under Symposium, 26 June 2008, Melbourne, Victoria, p. 7.

¹⁰⁶ Ibid.

¹⁰⁷ Canadian Teachers’ Federation, “Child Poverty and Schools,” Submission to SAST, 2nd Session, 39th Parliament, 7 February 2008, p. 3.

Recommendation 16

The Committee recommends that the federal government coordinate a nationwide federal/provincial initiative on early childhood learning.

Primary and middle school education

During later stages of a child's life, governments need to ensure that all students, particularly those who are marginalized, have access to good schools and are able to complete high school.¹⁰⁸

In visits to agencies in cities across Canada, members of the Committee saw first-hand the positive results that can be achieved with disadvantaged youth when parents, teachers and other community leaders engage youth, providing support for their educational achievement.

Recommendation 17

The Committee recommends that federal funding programs and allocations emphasize and support initiatives that keep disadvantaged youth enrolled and engaged in schools, including effective counselling, after-school programs, homework clubs, and youth centres.

High-school completion

Research demonstrates that “[p]eople who do not graduate from high school have relatively lower labour force participation rates and higher unemployment rates over their lifetime.”¹⁰⁹ In 2006, the unemployment rate for 25- to 29-year-olds with less than high school stood at 13% compared with 4% for university graduates. In 2006, the unemployment rates of university-educated 25- to 29-year-olds were between 2% and 7% in all provinces. In contrast, unemployment rates for those who did not complete high school ranged from 6% in Alberta to over 20% in the four Atlantic provinces.¹¹⁰

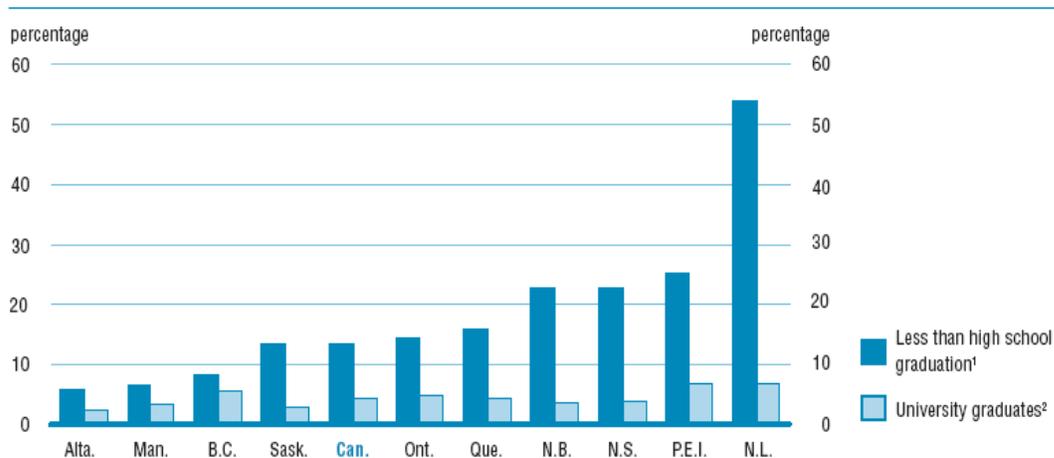
Unemployment rates for university graduates are less than half the rate for high-school drop-outs.

¹⁰⁸ Richards, p. 16.

¹⁰⁹ Council of Ministers of Education, Canada (CMEC) and Statistics Canada, *Education Indicators in Canada*. Report of the Pan-Canadian Education Indicators Program, 2007, p. 57, <http://www.statcan.gc.ca/pub/81-582-x/81-582-x2007001-eng.pdf>. Accessed 17 September 2009.

¹¹⁰ *Ibid.*, p. 138.

Figure 7- Unemployment rates of 25- to 29-year-olds, selected levels of education, Canada and provinces, 2006¹¹¹



1. Includes individuals having no education or education below high school graduation.
 2. Includes individuals with bachelor's degree or university degree/certificate above bachelor's level.
 Note: The unemployment rate is based on a monthly average from January to December.

The Committee also heard compelling evidence of the connections between educational attainment, health status, employment rates, and income from earnings.

There is a causal link between education and health: If you have a high level of education, you are able to use medicines effectively and have a better lifestyle. Of course, if you have better health that will help your income in terms of finding jobs and being able to work longer hours, et cetera. That is one pathway: Lower education, poor health and lower income.

(Andrew Sharpe, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009)

Government policies need to also consider improving the educational attainment of less skilled and less educated adults because such measures improve labour market outcomes.¹¹² More specifically, less educated adults are at “great risk of being ‘left behind’ in a post-industrial, knowledge-based economy, and are likely to face low wages and a higher likelihood of unemployment over the course of their careers.”¹¹³ Some analysts have argued that “less-educated learners may be more likely to gain from additional well-targeted learning” since this would significantly improve their labour market outcomes.¹¹⁴

At the high school level, graduation rates have improved in Canada. Between 1997-1998 and 2002-2003, Canada’s typical-age graduation rate¹¹⁵ rose from 62% to 67%. In Canada as a whole, in 2002-2003, graduation rates were higher for females (78%) than for males (70%). However,

Some are more likely to drop out than others: poor students, Aboriginal or visible minority students, and disabled students.

¹¹¹ Ibid., p. 139.

¹¹² Karen Myers and Patrice de Broucker, *Too Many Left Behind: Canada’s Adult Education and Training System*, Research Report W|34, CPRN, June 2006, p. iii, http://www.cprn.org/download.cfm?doc=1479&file=43977_en.pdf&format=pdf&l=en.

¹¹³ Ibid., p. 3. http://www.cprn.org/download.cfm?doc=1479&file=43977_en.pdf&format=pdf&l=en.

¹¹⁴ Ibid., p iv.

¹¹⁵ Graduation at the typical age or younger generally equates with starting school at the prescribed time and completing and graduating without interruptions or repetition of grades or of significant numbers of courses.

graduation rates varied across the provinces and territories. In 2002-2003, overall graduation rates were highest in Prince Edward Island, Nova Scotia and New Brunswick. The lowest were in the three territories. Among the provinces, the lowest overall graduation rate occurred in Alberta where it was 67%.¹¹⁶

According to the Council of Minister of Education, Canada (CMEC) and Statistics Canada, “youth with low educational attainment are most at risk of economic marginalization, especially in weaker labour markets.”¹¹⁷ As of 2006, 14% of Canadians aged 20 to 24 had not completed high school.¹¹⁸

As noted above, there are high costs, to both governments as well as individuals, in terms of both public expenses and foregone private earnings resulting from high-school non-completion.

A number of groups are over-represented among non-completers: “students living in poverty, youth with disabilities, and youth from visible minority and Aboriginal communities.”¹¹⁹ More information on educational attainment for these groups is provided in Section 5 of this report.

Two in five young Aboriginal adults did not complete high school.

The Committee was advised that an economic downturn can provide the incentive for high-school completion, or even higher educational attainment.¹²⁰ However, witnesses reminded the Committee that students with parents of low-income and low socioeconomic status are more likely to be streamed into non-academic programs, which may also have an impact on both completion rates and earnings following completion.¹²¹

The Committee heard from one of Canada’s most successful non-government programs with respect to school completion, Pathways to Education; our witness offered the following call to action:

What will it take to make our cities great again? What will it take to reduce poverty, crime and drug use, restore hope, pride and dignity to our youth and to their parents, and prepare new Canadians and our entire workforce to be competitive in this vast changing economy? The answer is, keep kids in school, educate them, excite them, inspire them and wrap them in supports, both in school and in the community. We are already spending so much money to get our students through the first eight to ten years of school; let us not let them fall off the path in the last mile. Lowering the high school dropout rate or increasing the graduation rate will be the best return on investment that any government can make.

(David Hughes, President and Chief Executive Officer, Pathways to Education Canada, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009)

Finally, in its site visits to agencies across Canada, the Committee met with agency staff and students who seem to be struggling against forces that would keep youth out of school, and who are persisting and succeeding in spite of those forces.

¹¹⁶ CMEC and Statistics Canada, pp. 57-58.

¹¹⁷ Ibid., p. 138.

¹¹⁸ Michael Mendelson, *Improving Education on Reserves: A First Nations Education Authority Act*, Caledon Institute of Social Policy, July 2008, p. 1, <http://www.caledoninst.org/Publications/PDF/684ENG.pdf>.

¹¹⁹ Jodene Dunleavy, *Public Education in Canada: Facts, Trends and Attitudes*, Canadian Education Association, 2007, p. 5. http://www.cea-ace.ca/media/en/CEA-ACE_PubEd.07_E_FinalWEB.pdf. Accessed 24 August 2009.

¹²⁰ Andrew Sharpe, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009.

¹²¹ See testimony from Alison Taylor and Harvey Krahn to the Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009

Recommendation 18

The Committee recommends that the federal government, in conjunction with the Council of Ministers of Education, encourage and support actions to reduce the drop-out rate, including the establishment of targets and time-lines, with regular reporting on progress.

As noted earlier, high school completion rates are especially low for Aboriginal young adults. In 2001, 43% of Aboriginal young adults aged 20 to 24 did not have a high school certificate. In the same year, 58% of Aboriginal young adults on reserves and 35% of Aboriginal young adults living in cities did not complete high school.¹²² Recent 2006 Census data indicate that high school completion rates have not improved for Aboriginal young adults on reserve and remains at approximately 60%.¹²³ One researcher suggested that this means that the door to post-secondary education for the majority of Aboriginal young adults on reserve remains shut.¹²⁴

In visits to agencies, particularly in the Prairie cities, Committee members saw firsthand the struggle of many Aboriginal youth to put together funding from a multitude of sources, to get the supports they need (often ably provided by remarkable local agencies), and succeed in spite of barriers. The Committee believes that initiative displayed by youth and support offered by agencies needs encouragement and sustained investment to become widespread among Aboriginal youth.

The Committee also noted that the Standing Senate Committee on Aboriginal Peoples made a recommendation calling for a national strategy focused on this issue.¹²⁵

Recommendation 19

The Committee recommends that federal government, in conjunction with the Council of Ministers of Education, encourage and support actions to reduce the drop-out rates among Aboriginal students, on-reserve or off-reserve, including the establishment of targets and time-lines, with regular reporting on progress.

Post-secondary education

Post-secondary education attainment levels have been increasing in Canada. In 2005, 72% of Canadians aged 25 to 34 had some type of postsecondary education, compared with 54% in 1980. Among Canadians aged 35 to 54, 65% had some type of postsecondary education in 2005 compared with 43% in 1980. In 2001, only 39% of Aboriginal people aged 25 to 64 graduated with some type of postsecondary education.¹²⁶

2006 Census data indicate that there have been substantial increases in the number of higher education degrees since 2001. Of the university degrees, the biggest increase during the five-year period occurred in the number of adults who had a master's degree, which increased 32% in this

¹²² Michael Mendelson, "Improving Primary and Secondary Education on Reserves in Canada", *Caledon Commentary*, Caledon Institute of Social Policy, October 2006, <http://www.caledoninst.org/Publications/PDF/608ENG.pdf>.

¹²³ Mendelson, (2008), p. 1.

¹²⁴ Ibid.

¹²⁵ Standing Senate Committee on Aboriginal Peoples, *Urban Aboriginal Youth*, p. iv.

¹²⁶ Canadian Millennium Scholarship Foundation, "Changing Course: Improving Aboriginal Access to Post-Secondary Education in Canada," Millennium Research Note #2, p. 3, <http://www.millenniumscholarships.ca/images/Publications/mrn-changing-course-en.pdf>.

time period. The smallest increase (11%) occurred in the number of adults who had a degree in medicine, dentistry, veterinary medicine or optometry.¹²⁷

In the past few decades, governments have expanded access to higher education in order to increase the supply of skilled workers in the knowledge-based economy.¹²⁸ OECD reports described “substantial rewards associated with attaining tertiary education and substantial penalties associated with failing to reach at least the upper secondary standard.”¹²⁹ This was confirmed by testimony to the Committee.¹³⁰

According to the Canadian Federation of Students (CFS), an “accessibility gap” exists between those who can afford to pursue a post-secondary education and those who cannot. The CFS states that “[a]pproximately 350,000 students in Canada are forced to borrow to finance their education every year. Average student debt for a four-year program now ranges between \$21,000 [and] \$28,000 depending on the province of study.” To improve access for low-income students, CFS has recommended that the Canadian Millennium Scholarship Foundation be replaced “with a national system of needs-based grants.”¹³¹

In its 2008 Budget, the federal government announced that it will be terminating the Canadian Millennium Scholarship Foundation in 2009. The government launched a new consolidated Canada Student Grant Program which became available to students in the fall of 2009. Students who qualify for the Canada Student Loan Program and are studying in university, college or trade schools are automatically eligible to receive the new Canada Student Grant and can receive it throughout their program. Students from low-income families receive \$250 per month and students from middle-income families receive \$100 per month. The new grant is expected to reach 245,000 college and undergraduate students.¹³²

As this is a new program, and its reach and impact cannot yet be known, the Committee looks forward to learning of its results.

Recommendation 20

The Committee recommends that the federal government monitor and report on new post-secondary student aid programs, including comparisons with affordability and debt load results of the programs that have been replaced.

As with other programs and policies, data drawn from surveys of youth over time demonstrate that different groups have different educational achievement levels. The following figure shows that both visible minorities and youth born outside Canada have higher university graduation rates than non-visible minorities and Canadian-born youth,

People born outside Canada and visible minorities are more likely than others to complete university.

¹²⁷ Statistics Canada, “Educational Portrait of Canada, 2006 Census: National picture,” <http://www12.statcan.ca/english/census06/analysis/education/historical.cfm>.

¹²⁸ OECD, *Education at a Glance 2007*, 2007, p. 12.

¹²⁹ Ibid.

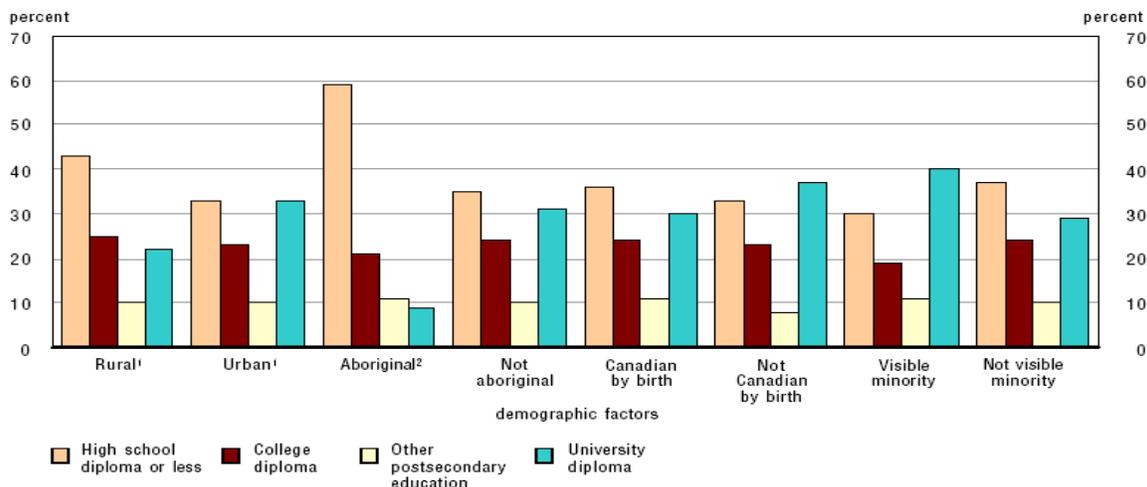
¹³⁰ Alison Taylor, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009.

¹³¹ Canadian Federation of Students, Submission to the 2007 Pre-budget Consultations, August 2007, <http://www.cfs-fcee.ca/html/english/research/index.php>.

¹³² Government of Canada, *The Budget Plan 2008*, pp. 110-111 and HRSDC, “Student financial assistance – Canada Student Grants,” <http://www.canlearn.ca/eng/main/spotlighton/bdg2008/csg.shtml>. Accessed 16 October 2009.

respectively, yet Aboriginal youth are significantly over-represented among those with high school graduation or less, and under-represented among those with university degrees.

Figure 8 - Highest level of education attained by selected demographic factors¹³³



1. Type of community where they lived at 18-20 years old.
 2. Off-reserve Aboriginal population only.
 Source: Statistics Canada, Youth in Transition Survey, cycles 1 to 5.

Access to post-secondary education for Aboriginal peoples and funding for Aboriginal post-secondary institutions requires special attention since the federal government does not view itself as responsible for Aboriginal post-secondary education under the *Indian Act*.¹³⁴ In its February 2007 report, the House of Commons Standing Committee on Aboriginal Affairs and Northern Development recommended that funding of post-secondary education programs be increased and that financial assistance to Aboriginal learners be expanded.¹³⁵

In addition, Aboriginal students face several barriers which hinder their ability to achieve their educational aspirations; these include inadequate financial resources, poor academic preparation, lack of self-confidence and motivation, absence of role models with higher education experience, lack of understanding of Aboriginal culture, and experience of racism on college and university campuses.¹³⁶ The Standing Senate Committee on Aboriginal Peoples report also highlighted barriers to funding because of status distinctions in access to some funds.¹³⁷

Recommendation 21

To redress the under-representation of low-income people from some groups, e.g., Aboriginal people and people with disabilities, among students in post-secondary

¹³³ Danielle Shaienks and Tomasz Gluszynski, *Education and Labour Market Transitions in Young Adulthood*, Statistics Canada, July 2009, p. 14. <http://www.statcan.gc.ca/pub/81-595-m/81-595-m2009075-eng.pdf>. Accessed 9 July 2009.

¹³⁴ Standing Committee on Aboriginal Affairs and Northern Development, *No Higher Priority: Aboriginal Post-Secondary Education in Canada*, February 2007, p. 3, <http://cmte.parl.gc.ca/Content/HOC/committee/391/aano/reports/rp2683969/aanorp02-e.html>.

¹³⁵ Ibid.

¹³⁶ Canadian Millennium Scholarship Foundation, p. 3.

¹³⁷ Standing Senate Committee on Aboriginal Peoples, *Urban Aboriginal Youth*, p. iv.

education, the Committee recommends that the federal government offer additional tax support for post-secondary education targeted to these students and their families.

Literacy

Adult functional literacy in reading, writing and numeracy skills is essential to functioning in today's society and economy. Due to developments in information and communications technology, there is a growing need for a highly literate workforce. Literacy skills are associated with positive labour market outcomes.¹³⁸

A literacy survey administered in 2003 to 23,000 Canadians age 16 and over found that a significant proportion of Canadian adults showed low levels of literacy.¹³⁹ According to CMEC and Statistics Canada, these individuals are likely to face real challenges in coping with emerging skill demands of a knowledge-based economy.¹⁴⁰

Research shows that “those with the weakest basic capabilities, as identified by their literacy scores, are the least likely to benefit from the increased opportunities to participate in organised forms of adult learning.”¹⁴¹

One significant barrier identified by researchers is associated with time and costs. Even though tuition is free, learners are not provided with any financial resources for living expenses.¹⁴²

Recommendation 22

The Committee recommends that the federal government sustain strong financial support for adult and family literacy programs, with a special priority given to groups over-represented among high-school non-completers.

Other training

While the Government of Canada and provincial and territorial governments invest billions of dollars in training programs outside the formal school system, the Committee has heard that funding for many of those programs is complex and unstable, and that barriers to access are many.

Inadequate income support

In site visits, Committee members were inspired by the persistence of people in training programs, despite income security programs that provided insufficient and unreliable financial support, and rules that mitigated against participation in training. In an effort to move people quickly from either EI or social assistance, for example, the Committee heard that support for training was often too short-term to allow people to participate in more secure jobs with adequate salaries.¹⁴³

Income supports for students are often too low and too unreliable.

¹³⁸ David Green and Craig Riddell, *Literacy, Numeracy and Labour Market Outcomes in Canada*, Statistics Canada, 2001.

¹³⁹ The International Adult Literacy and Skills Survey assessed adult literacy across four domains: prose, document, problem-solving, and numeracy. For more details see CMEC and Statistics Canada, p. 103.

¹⁴⁰ CMEC and Statistics Canada, p. 104.

¹⁴¹ Kjell Rubenson, et. al., *Adult Learning in Canada: A Comparative Perspective*, Statistics Canada, 2007, p. 34. <http://www.statcan.gc.ca/pub/89-552-m/89-552-m2007017-eng.pdf>. Accessed 17 September 2009.

¹⁴² Myers and de Brouker, *Too Many Left Behind*. 71

Recommendation 23

The Committee recommends that federal and provincial governments collectively amend existing income security programs to provide secure funding to training participants for long enough periods to ensure opportunities for secure employment at adequate incomes.

Lack of access

It was also clear to Committee members that the demand for intensive training leading to certification and skills in demand in the labour market far exceeded supply. Qualified applicants are often unable to access such training in a timely way.

This is particularly true for immigrants to Canada, who are not among those targeted by funds transferred through labour market development agreements,¹⁴⁴ as well as persons with disabilities and Aboriginal peoples, for whom existing targeted programming is inadequate.¹⁴⁵

Recommendation 24

The Committee recommends that the federal government set aside a fixed percentage of training positions (to match the percentage established for federal employment equity targets) for persons with disabilities in all renewing and new labour market agreements.

Recommendation 25

The Committee recommends that the federal government explicitly identify immigrants as a population to be targeted in training programs, including training to reduce language and other barriers to the labour market in all renewing and new labour market agreements.

Access to health

The Committee heard from witnesses before a subcommittee focused on population health as well as those testifying with respect to poverty, housing and homelessness, that poverty had a strong impact on both health outcomes in urban neighbourhoods with concentrations of low-income residents and on access to benefits outside the coverage of publicly funded health care programs.

People in poorer neighbourhoods have worse health outcomes than others.

These are in addition to the general correlation between poverty and lower health outcomes:

*Today, the links between poverty and health are well-established and the resulting inequalities in health have proven to be persistent. Indeed, the population groups with the worst health status are materially underprivileged and socially excluded, leading many analysts to single out poverty as one of the primary determinants of health.*¹⁴⁶

¹⁴³ Glenn Drover, Evidence, SAST, 1st Session, 39th Parliament, 10 May 2007.

¹⁴⁴ Naomi Alboim and Maytree, *Adjusting the Balance: Fixing Canada's Economic Immigration Policies*. Maytree, July 2009, p. 61. <http://www.maytree.com/wp-content/uploads/2009/07/adjustingthebalance-final.pdf> Accessed 31 July 2009.

¹⁴⁵ More information on programs for these populations is provided in Section 5 of this report.

¹⁴⁶ Élisabeth Mercier, "An Act to combat poverty and social exclusion (R.S.Q., chapter L-7)," *Briefing Note Number 1 – History*, National Collaborating Centre for Healthy Public Policy and Institut National de santé publique, June 2009, p. 1. <http://www.ncchpp.ca/docs/Loi112HistoryEN.pdf>. Accessed 25 August 2009.

Geography, income and health

Building on the study of population health by this Committee, tabled in June 2009, the Committee explored the relationship between low-income neighbourhoods and lower health status. While a universal health care system implies equal access, this does not translate to equal outcomes. Witnesses before this Committee have provided us with stark evidence:

Tracking issues in the [low-income] neighbourhoods [the United Way of Toronto has] identified, there are higher rates of diabetes, higher rates of teen pregnancy, lower birth weights for the children born, and a higher youth involvement in gangs, guns, violence and kids dying.

(Frances Lankin, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008)

The Health Council of Canada, created by First Ministers to monitor the state of Canada's health care system, reported relationships between neighbourhoods with lower incomes and poorer health outcomes in its 2005 annual report:

The biggest health problem in Canada is inequality. The overall improvement in our health status masks the grim reality that health inequalities among social classes are growing — as they are in most highly developed countries. In Canada:

- Healthy life expectancy is three to four years less in low-income neighbourhoods than in high-income neighbourhoods.
- The infant mortality rate in low-income neighbourhoods is almost double that in high-income neighbourhoods.
- The average birth weight for babies born in low-income neighbourhoods is one-quarter pound less than for those born in high-income neighbourhoods.¹⁴⁷

City studies

In 2008, the Toronto Medical Officer of Health and a team of researchers published a report outlining the income and health inequalities issues facing the City of Toronto. This report divided Census tracts in Toronto in five based on the percentage of the population living under Statistics Canada's Low-Income Cut-Off (LICO) lines, and identified health outcomes for each of the quintiles. From low birth weights to school readiness to life expectancy to deaths from all causes, those in the lowest quintile (with the highest percentage of residents living below LICO) had significantly worse health outcomes. For example, the teen pregnancy rate per 1,000 population was more than twice as high for the bottom quintile as for the top.¹⁴⁸ While there were notable exceptions, including obesity among men and breast cancer incidence among women, in almost every case, people in lower-income neighbourhoods were facing greater health risks and problems.

Although the report did not provide direct recommendations to the federal government, it did highlight how the City has monitored levels of absolute income and income inequality, and identified particular ways in which recent trends have indicated increasing hardship for those with low incomes. For example, the report indicated that in recent years, it became apparent that those

¹⁴⁷ Health Council of Canada, *Health Care Renewal in Canada: Clearing the Road to Quality – Annual Report to Canadians 2006*, February 2006, p. 89.

http://www.healthcouncilcanada.ca/en/index.php?option=com_content&task=view&id=90&Itemid=92#. Accessed 17 September 2009.

¹⁴⁸ David McKeown, et. al., *The Unequal City: Income and Health Inequalities in Toronto, 2008*, Toronto Public Health, October 2008, p. 14. http://www.toronto.ca/health/map/pdf/unequalcity_20081016.pdf. Accessed 11 June 2009.

with low incomes could not afford to eat nutritious diet, based on comparing income levels with the costs of such a diet.¹⁴⁹

As early as 2006, Saskatoon's health disparities were being assessed, comparing low-income and high-income neighbourhoods across a number of health factors. The scope of the differences was startling according to one witness:

While no one was surprised to learn that health was related to poverty, people were surprised by the extent and persuasiveness of the issue across so many of the conditions. Compared to high-income neighbourhoods, the low-income residents were 1,458% more likely to attempt suicide; over 3,000% were likely to have hepatitis C; and 1,186% were likely to be hospitalized for diabetes. The list went on and the numbers were not small but there were huge discrepancies.

(Dr. Cory Neudorf, Chief Medical Health Officer for Saskatoon, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 18 June 2009)

A follow-up report in Saskatoon in 2008 found similar results, in terms of low-income neighbourhoods and poor health outcomes. Its update in 2009 summarized improving health status among many, and continued differences in health outcomes between those with low incomes and those more affluent:

*Significant gaps in health equity between rich and poor permeate the region. Life expectancy is decreasing in our core neighbourhoods and these residents continue to have poorer health outcomes than those in the most affluent areas with infant mortality rates at double those of the region as a whole and higher low birth weight rates. Close to half of core neighbourhood residents live below the poverty line. Access to grocery stores in Saskatoon's core is lacking. HIV rates are up. Our smoking rates are increasing. And this list also goes on.*¹⁵⁰

The 2008 report included a review of evidence-based policy interventions that had been demonstrated to reduce poverty in other countries or provinces, and a series of recommendations. While most were directed to either the municipal or provincial government, the report did comment on some steps the federal government could take to contribute to better health outcomes. These included increasing the National Child Benefit to \$5,100 annually (which would reduce child poverty in Saskatchewan by 37%),¹⁵¹ and increasing the maximum benefits under Employment Insurance for parental benefits from 55 to 80% of maximum insurable earnings.¹⁵²

Other studies

While there are numerous studies looking at neighbourhood income differences and health outcomes, three are recent and reinforce testimony from many witnesses. For example, a recent report from the Canadian Institute for Health Information confirmed that there was a higher incidence of mental illness, including depression, among people with low socioeconomic status (SES) than in the population at large, and provided evidence that lower-income Canadians also make

¹⁴⁹ Ibid., p. 25.

¹⁵⁰ C. Neudorf, et. al., *Health Status Report 2008: A Report of the Chief Medical Health Officer*, Saskatoon Health Region, 2009, p. 2.

http://www.saskatoonhealthregion.ca/your_health/documents/PHO/shr_health_status_report_2008_full.pdf.

Accessed 11 June 2009.

¹⁵¹ M. Lemstra and C. Neudorf, *Health disparity in Saskatoon: analysis to intervention*. Saskatoon Health Region, 2008, p. 261. http://www.saskatoonhealthregion.ca/your_health/documents/PHO/HealthDisparityRept-complete.pdf. Accessed 11 June 2009.

¹⁵² Ibid., p. 265.

more use of medical health services.¹⁵³ For this study, low SES was identified by considering the neighbourhood income, and was based on studies of 13 Canadian cities. This report demonstrated that the rate of hospital discharge for depression decreases with each income quintile.¹⁵⁴

This research is consistent with testimony from witnesses that linked low income to parental depression in particular, highlighting some of its longer term impacts with respect to health care costs¹⁵⁵ and child literacy.¹⁵⁶

A Vancouver study based on a 15-year follow-up of patients diagnosed with stable coronary artery disease sought to determine whether neighbourhood SES and mortality from this disease or other causes were correlated. The results showed that there was no correlation of deaths from heart disease and measures of neighbourhood SES, but that the differences were significant for deaths from other less acute causes:

The rates of death for cancer, for example, increased an average of 60% with each quintile of increased unemployment, and 42% for each decline in neighbourhood median income... [After controlling for a range of possible contributing factors], It seemed more likely to us that a combination of factors from care access to healthy lifestyle opportunities and psycho-social stress were playing a major role.

(Claire Heslop, Graduate student, joint MD-PhD program, University of British Columbia, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 18 June 2009)

Such drastic differences in outcomes for people with low incomes reinforce the need for the population health approaches suggested in this Committee's report in June 2009, particularly with respect to intergovernmental collaboration in developing a pan-Canadian population health strategy. This Committee echoes this recommendation:¹⁵⁷

Recommendation 26

In recognition of poverty's effect on health, the Committee recommends that the federal government instruct its central agencies to allocate resources to prevent and address negative health outcomes associated with poverty and unemployment.

Access to health-related services

While the Committee is aware that many health services are not covered by the *Canada Health Act*, and are therefore not funded through the Canada Health Transfer, witnesses before the Committee focussed almost exclusively on prescription drugs among the excluded services.

Whether for families in low-income communities or individuals in homeless shelters, the lack of access to prescription drugs was viewed by witnesses as a failure of both the income security and the health care systems,¹⁵⁸ and

Lack of access to prescription drugs can make small problems grow into larger ones, with higher health care costs.

¹⁵³ Canadian Institute for Health Information, "The Association Between Socio-Economic Status and Inpatient Hospital Service Use for Depression," *Analysis in Brief*, 24 February 2009, p. 2.

¹⁵⁴ *Ibid.*, p. 5.

¹⁵⁵ Gina Browne, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008.

¹⁵⁶ John Stapleton, Evidence, SAST, 2nd Session, 39th Parliament, 13 December 2007.

¹⁵⁷ SAST, *A Healthy, Productive Canada: A Determinant of Health Approach*, June 2009, p. iii.

¹⁵⁸ See, for example, John Richards, Evidence, SAST, 2nd Session, 39th Parliament, 13 December 2007.

as exacerbating the health inequities identified above.¹⁵⁹ Further, the lack of prescription drugs can lead from a bad situation to one that is much worse:

[A] significant portion of the population does not have access to common drugs. As small problems are left untreated, they grow into large problems, costing the health system unneeded dollars. We need a national pharmacare program that does not leave anyone out.

(Rebekah Peters, Nurse-Practitioner, Saul Sair Health Centre, Siloam Mission, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007)

The Committee had these messages reinforced by an official from the Newfoundland and Labrador government, who advised us that the first action in the provincial strategy was to increase access to prescription drug coverage.¹⁶⁰ Extensions to these benefits are being introduced in other provinces as well, including Manitoba¹⁶¹ and Ontario.¹⁶²

Recommendation 27

The Committee recommends that the federal government work with provincial and territorial governments and appropriate other stakeholders to develop a national pharmacare program, building on progress underway in some provinces.

2.2 Promising practices

Place-based approaches

An urban perspective concentrates on physical infrastructures and the powers available to municipalities. A community perspective focuses on social infrastructures and the networks for democratic participation. The place-based framework recognizes the importance of both perspectives and seeks their integration through a mix of public policies responding to the needs of cities of all sizes and locations.¹⁶³

Approaches to limiting and reducing poverty can be broken down into two basic categories: those that are directed towards individuals and those that go beyond the individuals to focus on the communities within which they live. The former have been described as person- or people-based approaches to poverty and consist broadly of government transfers to individuals (such as income-support programs including tax expenditures, social assistance, employment insurance and pension benefits) and programs designed to facilitate the transition of individuals from welfare to work (such as training and education programs) and to make work pay (such as the Working Income Tax Benefit, or WITB).

Local contexts are an important contributor to poverty and to its elimination.

In contrast, place-based approaches begin from an acknowledgment of the importance of the relationship between poverty and the context within which it occurs. An obvious distinction can be made, for example, between rural and urban poverty and therefore between the kinds of programs and services that are required to address problems unique to both. Other distinctions can be made,

¹⁵⁹ Rebekah Peters, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007.

¹⁶⁰ Aisling Gogan, Evidence, SAST, 1st Session, 39th Parliament, 17 June 2007.

¹⁶¹ Sid Frankel, Evidence, SAST, 1st Session, 39th Parliament, 10 May 2007.

¹⁶² The Honourable Deb Matthews, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 June 2009.

¹⁶³ Neil Bradford, *Place-based Public Policy: Towards a New Urban and Community Agenda for Canada*, Canadian Policy Research Networks, March 2005, p. v.

for example, between communities that receive the majority of immigrants and those whose immigrant populations are relatively small, between those with differing mixtures of high- and low-skilled workers, and those whose economies are resource-based or in which manufacturing is the dominant economic activity. Within the boundaries of cities, the approach further allows for recognition of potentially significant differences between neighbourhoods, a factor that is becoming increasingly important as some urban neighbourhoods become at once more diverse ethnically yet more uniform in terms of the concentration of low-income citizens.

In summary, then, a place-based approach to poverty recognizes that the attributes of communities within which low-income Canadians live have a significant influence on their economic and social status and their ability to exit from poverty. On that basis, the best possible mix of programs, services, service-providers, and stakeholders to respond to each the unique circumstances of a given community, or place can be identified and implemented.

An article by one of the Committee's witnesses identified the elements of a place-based approach:

*Tapping in to local knowledge; balancing a mix of economic and social policies which combine place-based programs with broad income security and services such as health and education; governing through collaboration with civil society and each other; and recognizing the emerging roles of municipal governments.*¹⁶⁴

One of our witnesses described why place-based approaches are so important:

We have the big levers of public education, health care, income security programs and social policy programs flying at 30,000 feet, while down on the ground we have pockets of quite severe poverty.

(Judith Maxwell, Past President and Senior Fellow, Canadian Policy Research Networks, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 15 May 2008)

Another witness told the Committee of the role that place can play in helping people to escape poverty:

Our research and our practice is now showing how a neighbourhood or community affects physical and mental well-being. The way we design communities and the amenities that are available are now becoming understood as important mediating factors in the pathways into and out of poverty.

(Sherri Torjman, Vice-President, Caledon Institute of Social Policy, Evidence, 2nd Session, 39th Parliament, 15 May 2008)

This approach has underpinned the Vibrant Communities initiatives, which witnesses described as building on the resources of each community, and focusing on the priorities identified by those in that community.

[F]unding must continue to come from senior governments, but the responsibility for delivery of the service needs to reside at the level of the community.

(Don Fairbairn, Consultant, Streethome Vancouver, Evidence, SAST, 2nd Session, 39th Parliament, 6 March 2008)

¹⁶⁴ Judith Maxwell, Foreword, p. iii, in Neil Bradford, *Place-based Public Policy: Towards a New Urban and Community Agenda for Canada*, Canadian Policy Research Networks, March 2005, http://www.cprn.org/documents/35238_en.pdf. Accessed 16 October 2009.

Recommendation 28

Recognizing the importance of local contexts with respect to identifying and implementing programs to reduce poverty, the Committee recommends that federal policy initiatives seek and support local voluntary sector and municipal agencies as active partners in design and delivery of federal government initiatives at the community level.

Witnesses also described the value of multi-partite approaches that begin with community initiatives, and then bring all levels of government into the process, bringing financial and other resources that can be allocated to issues identified locally as the highest priorities.¹⁶⁵

Recommendation 29

To facilitate support for local approaches and solutions to complex social and economic problems, the Committee recommends that the federal government explore and implement additional Urban Development Agreements among federal, provincial and municipal governments, in concert with community-identified leaders and priorities.

Rights-based approaches

It must be remembered that poverty is not just an economic issue. Fundamentally, it is a denial of rights.

(Nancy Burrows. Coordinator, Fédération des femmes du Québec, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 4 June 2008)

Domestic legislation

Provincial and federal human rights legislation, the *Charter of Rights and Freedoms*, and international laws to which Canada is signatory all imply certain obligations with respect to allocation of resources and entitlements of individuals. Human rights laws apply to governments, non-government organizations, corporations, and individuals. Human rights commissions are responsible for enforcing these rights. The Charter addresses the relationships between individual citizens and their governments, and can be enforced by courts in response to cases brought by individuals. International covenants have traditionally been closer to moral obligations than enforceable rights, but Canadians courts have used these covenants to interpret Charter obligations.¹⁶⁶

Human rights legislation prohibits discrimination on certain grounds, articulated in each Act. The federal *Human Rights Act* does not include any prohibitions related to housing status or income, either explicitly or under the more general rubric of “social condition.” Social condition is explicitly included in the provincial human rights legislation of Quebec, New Brunswick, and the Northwest Territories.¹⁶⁷ In Manitoba, “source of income” is a prohibited grounds for discrimination.¹⁶⁸

The Charter, while not explicitly recognizing social condition, poverty or homelessness, does guarantee equality rights, with special recognition of the remedial efforts that might be required to ensure the equality of women, visible minorities (people who are not Caucasian), persons with disabilities, and Aboriginal peoples. As the Committee has heard, these groups are all over-represented among the poor – in terms of both social and economic marginalization.

¹⁶⁵ Sherri Torjman, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 15 May 2008.

¹⁶⁶ A. Wayne MacKay, “Social and Economic Rights in Canada: What Are They and Who Can Best Protect Them?” *Canadian Issues*, Fall 2007, CBCA Reference, p. 37.

¹⁶⁷ *Ibid.*, p. 38.

¹⁶⁸ Section 9(2)(j), *Human Rights Code* (Manitoba), 1987.

The Committee recognizes that Charter protections must be defended to be meaningful. For people on low incomes, this requires financial support, likely beyond that provided by provincial legal aid programs. Successive governments have reversed decisions with respect to funding for the former program that financed law-reform litigation for those claiming Charter rights. Funding for litigation with respect to minority language rights has been reinstated. The Committee has heard that similar support is needed for people struggling with breaches of the Charter with respect to poverty, housing or homelessness, identified as important by witnesses before the Committee.¹⁶⁹

Recommendation 30

The Committee recommends that the federal government establish a fund to allow groups over-represented among the persistently low-income to have legal representation in law reform cases with respect to their human rights.

International obligations

Finally, there are two International Conventions and one International Covenant that Canada has signed and ratified¹⁷⁰ with specific obligations with respect to housing status and poverty.

In 1965, the United Nations passed the International Convention on the Elimination of All Forms of Racial Discrimination, which Canada signed. It guaranteed “the right of everyone, without distinction as to race, colour, or national or ethnic origin, to equality before the law,” and cited the enjoyment of specific rights, including the right to housing.¹⁷¹

In 1966, the United Nations passed the International Covenant on Economic, Social and Cultural Rights (CESCR), in which Article 11 (1) specifies:

*The States Parties to the present Covenant recognise the right of everyone to an adequate standard of living for himself and his family, including adequate food, clothing and housing and to the continuous improvement of living conditions. The States Parties will take appropriate steps to ensure the realization of this right, recognizing to this effect the essential importance of international co-operation based on free consent.*¹⁷²

Finally, in 1989 the United Nations passed the International Convention on the Rights of the Child, in which Article 27(3) specifies:

*States Parties in accordance with national conditions and within their means shall take appropriate measures to assist parents and others responsible for the child to implement this right and shall in the case of need provide material assistance and support programmes, particularly with regard to nutrition, clothing and housing.*¹⁷³

Although these international obligations cannot be litigated, they are subject to review, by the UN Committees on the Elimination of All Forms of Racial Discrimination, on Economic, Social and Cultural Rights, and on the Rights of

Poverty and human rights (or their denial) are intertwined.

¹⁶⁹ Avy Go, Evidence, SAST, 2nd Session, 39th Parliament, 6 March 2008; David Northcott, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 1 May 2008.

¹⁷⁰ Office of the United Nations High Commissioner for Human Rights, “Status of Ratifications of the Principal International Human Rights Treaties (as of 9 June 2004),” 2004, p. 2.

¹⁷¹ Cited in *Legal Resources for Housing Rights: International and National Standards*, Centre on Housing Rights and Evictions (COHRE), Geneva, 2000, p. 15.

¹⁷² *Ibid.*, p. 14.

¹⁷³ *Ibid.*, p. 16.

the Child respectively. While the Government of Canada submits reports as requested, Canadian non-government organizations have sent experts to the review of Canada's compliance with the CESCR, both in 1998 and in 2006.

In its report following its review of Canada's compliance in 2006, the UN Committee made specific recommendations related to income and social supports including increases to the amount people on social assistance get for shelter allowances to reflect what rent actually costs; the provision of adequate supports for persons with disabilities; and the establishment of a national strategy to combat homelessness and poverty.¹⁷⁴

As noted by one of the Committee's witnesses on this subject, Canada's performance is assessed against the resources it could bring to bear on these problems:

The standard under international human rights, which is the cornerstone of our protection of social rights in Canada ... is related to the application of what they call "available resources." That is, the maximum of available resources is to be applied to protect these fundamental rights... [I]ssues of growing poverty and homelessness in Canada are seen as egregious violations because in this country these are avoidable. They are not caused by a scarcity of resources. In fact, we have seen homelessness and poverty become increasingly worse as Canada has become increasingly richer.

We have seen homelessness and poverty become increasingly worse as Canada has become increasingly richer.

Bruce Porter

(Bruce Porter, Director, Social Rights Advocacy Centre, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 8 May 2008)

The Committee has heard that poverty and human rights (or their denial) are intertwined. A report of the UN High Commissioner of Human Rights describes the linkages:

*Poverty is not only a matter of income, but also, more fundamentally, a matter of being able to live a life in dignity and enjoy basic human rights and freedoms. It describes a complex of interrelated and mutually reinforcing deprivations, which impact on people's ability to claim and access their civil, cultural, economic, political and social rights. In a fundamental way, therefore, the denial of human rights forms part of the very definition of what it is to be poor.*¹⁷⁵

Closer to home, Quebec's legislation to combat poverty and social exclusion includes a preamble that "refers explicitly to Quebec's *Charter of Rights and Freedoms*, and presents poverty as an obstacle to the protection of and respect for human dignity that is necessary in a society committed to rights and freedoms."¹⁷⁶ Section 10 of Quebec's Charter includes a prohibition of discrimination based on social condition.

Similarly, Canada's *Immigration and Refugee Protection Act* with respect to protection of refugees includes a specific reference to Canada's international obligations. The Committee believes that such references can contribute to Canada being aware of our international obligations and to our meeting them.

¹⁷⁴ Cited in *The Right to Adequate Housing: How to Fight for Your Rights*, Centre for Equality Rights in Accommodation, 2006, p. 14.

¹⁷⁵ Louise Arbour, "Preface," *Principles and Guidelines*, 2006, p. iii.

¹⁷⁶ Alain Noël, *A Law Against Poverty: Quebec's New Approach to Combating Poverty and Social Exclusion*, Canadian Policy Research Networks, December 2002, p. 5.

Recommendation 31

In recognition of both Canadian obligations under international human rights law, and their importance in claiming access to appropriate programs and services, the Committee recommends that the federal government explicitly cite international obligations ratified by Canada in any new federal legislation or legislative amendments relevant to poverty, housing and homelessness.

Income transfers to individuals for poverty reduction

The Committee has heard consistently that the federal government has a long history of involvement with income security, dating back to early in the last century with support for veterans, to currently providing the vast majority of income support to Canadians through its contributions to seniors' income security.¹⁷⁷ We have also heard that while the federal government has both fiscal capacity and monetary policy levers that allow it to be a major contributor to income security programs, its expertise lies in programs that transfer funds directly to Canadians:

[T]he federal government is good at programs that require the paying of a cheque and not much interaction with citizens. The payment of a cheque can be determined by a few simple tests and by using the income tax system, and the federal government is quite able and competent to do that. It can operate a program that can be coherent and hopefully consistent across Canada in a way that ties us together and provides significant support to Canadians.

(Michael Mendelson, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

In their passionate concern about low-income individuals and families, many advocates cite data demonstrating the inadequacy of current programs and policies. As noted above, the Committee appreciates that more needs to be done, and much needs to be done differently. However, the Committee has also concluded that at least some federal income security programs are having a demonstrable impact, and some others show promise, in terms of design if not benefit level, to reduce poverty substantially among some groups.

The responsiveness of the federal income tax system is getting better and better all the time. If we go back to 1978, we first saw yearly benefits. Provided through the tax system with the Goods and Services Tax Credit, the credits became quarterly and, finally, with the National Child Benefits Supplement, the benefits are provided on a monthly basis.

(John Stapleton, Principal, Open Policy, Evidence, SAST, 2nd Session, 39th Parliament, 13 December 2007)

The Committee also recognizes the important contribution these programs are making, and their potential for removing more Canadians from the ranks of the poor. Some of these are described below. The Committee is also aware, however, that transfers delivered through the tax system often have the unintended impact of benefiting men more than women.¹⁷⁸

Recommendation 32

The Committee recommends that the federal government analyze gender-based differences in benefits to men and women when designing and implementing new tax measures.

¹⁷⁷ See, for example, testimony provided during a roundtable on income security, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009.

¹⁷⁸ Claire Young, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 4 June 2008.

Supporting seniors: Old Age Security/Guaranteed Income Supplement (OAS/GIS)

As already noted, Canada's income security system for seniors has had a remarkable impact on reducing poverty among Canadians over the age of 65. While some remain below the Low-Income Cut-Off lines, depending on where they live, the general income situation of seniors has improved by any standard:

Canada's income security system for seniors has had a remarkable impact on reducing poverty among Canadians over the age of 65.

There is one success story in federal intervention against poverty, and it regards people over age 65: pensions. Canada is sort of a success story internationally with respect to the income support for people over 65. This is not a success that we can rest assured is sustainable. It is to some extent sustainable, but a crisis is unfolding in private pensions that will have very important consequences for people over 65, so that is an issue that the federal government should be concerned with.

(Alain Noël, Director, Interuniversity Research Centre on Economic and Social Change, Université de Montréal, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 June 2009)

[E]lderly poverty has almost been eliminated — that is, for couples at least; not single people. That is because of the Old Age Security, OAS, and also the Guaranteed Income Supplement. That is a public policy that targeted elderly poverty and has done a great job.

(Andrew Sharpe, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009)

To make the program more successful as a poverty-elimination program for seniors, an increase in benefits would be necessary, as recommended by the Special Senate Committee on Aging.¹⁷⁹ Therefore, this Committee echoes that recommendation.

Recommendation 33

The Committee recommends that the federal government increase the Guaranteed Income Supplement for seniors to ensure that economic households are not below the poverty line as defined by the low income cut-off levels, and that intergovernmental collaboration ensure that such increases do not result in the loss of eligibility for provincial/territorial subsidies or services for seniors.

As noted earlier in this section, not all seniors in Canada qualify for these benefits, and some qualify for only partial benefits. As these barriers exclude people who have immigrated to Canada, they are discussed in greater detail in Section 5 of this report.

Supporting children and their families: National Child Benefit (NCB)

Designed to support parents, especially those with low incomes, the National Child Benefit (NCB) is “one of the most important but often misunderstood and underappreciated tools for combating child poverty.”¹⁸⁰ Further, it is an implementation, many years later, of a recommendation made by a study by this Committee of child poverty in 1991.¹⁸¹

The expanded National Child Benefit has contributed to “a massive decline in single-parent poverty.”

Andrew Sharpe

¹⁷⁹ Special Senate Committee on Aging, *Canada's Aging Population*, p. 101.

¹⁸⁰ Ken Battle, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008.

¹⁸¹ SAST, *Children in Poverty: Toward a Better Future*, 1991, p. 44.

Despite changes to the NCB in the 2006 Budget, witnesses reported that it continued to be an instrument that had already resulted in a reduction in child poverty:

[T]he Canada Child Tax Benefit has made and continues to make a significant contribution to the reduction of child poverty from what it otherwise would have been.

(Michael Mendelson, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

There has just been a massive decline in single-parent poverty. The key reason for that is public policy contribution. Obviously, a strong economy and a low unemployment rate have also contributed. The seminal program was the National Child Benefit Program, which has been expanded significantly in recent years. That has had a major impact on child poverty.

(Andrew Sharpe, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009)

In its proposed new architecture for income security programs, and before the Committee, the Caledon Institute has called for substantial increases to this benefit:

Currently, the federal government spends \$13 billion on its three child benefit programs. Our proposed \$5,000 Canada Child Tax Benefit would cost an estimated \$17 billion. Thus, the net cost for our proposal would be \$4 billion. In other words, we would spend \$4 billion more than what we now spend to finance our better benefit. To put that \$17 billion total cost in perspective, we spend \$33 billion on Old Age Security.

(Ken Battle, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008)

Recommendation 34

Recognizing the important contribution the National Child Benefit (NCB) can make to reducing child poverty, the Committee recommends that the NCB be raised, incrementally and predictably, to reach \$5,000 (in 2009 dollars) by 2012.

Goods and Services Tax Credit

As noted above, witnesses before the Committee identified the refundable tax credits to low-income taxpayers to offset the Goods and Services Tax and to supplement low earnings as well-designed programs that could provide the model for expanded support.

Transfers to provinces: Canada Social Transfer

The Canada Social Transfer provides both cash and tax transfers in support of post-secondary education, social assistance and social services, and programs for children. It is governed by Finance Canada through the *Federal-Provincial Fiscal Arrangements Act*.¹⁸² In order to receive the transfer, the province or territory must agree to the sole condition on the transfer: no minimum residency period on eligibility to receive social assistance.¹⁸³

This transfer has been a major contributor to funding related to poverty reduction, yet the Committee noted that planned increases have been targeted to child development programs and to

¹⁸² R.S., 1985, c. F-8.

¹⁸³ Auditor General of Canada, *Report to the House of Commons*, December 2008, chapter 1, p. 7. *Federal-Provincial Fiscal Arrangements Act*, R.S., 1985, c. F-8, s. 25.1.

post-secondary education, while the funding for social assistance remained unchanged from 2007-2008.¹⁸⁴

Making work pay

Working Income Tax Benefit (WITB)

This new tax instrument, introduced in 2006, supplements the earnings from employment of people with very low incomes, including those whose incomes are too low to actually pay federal income taxes. At its introductory levels, it supported people only with very little earnings, but the levels have been increased, most recently in the 2009 Budget. The increase in the Budget plan was expected to “double the total tax relief provided through the WITB.”¹⁸⁵

Witnesses who addressed the inability of many jobs to provide adequate incomes for many highlighted the importance of WITB in helping families reach adequate incomes.¹⁸⁶

Such increases contribute to the potential for this benefit, identified by witnesses before the Committee:

The Working Income Tax Benefit has bi-partisan support and general support among the social policy community. [I]t is not a magic bullet but it is an important instrument. I hope to see growth in future to make it a more generous program that reaches a larger group of working poor.

(Ken Battle, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008)

Recommendation 35

The Committee recommends that the federal government commit to a schedule of longer term planned increases to the Working Income Tax Benefit to bring recipients at least to the LICO line.

Poverty reduction strategies

At the provincial and even the local level, departmental silos have been overcome, and private, public and voluntary sectors have come together to develop strategies to reduce poverty. The Committee flags both existing strategies and emerging initiatives as harbingers of rising public commitment across sectors and departments to address the “wicked” problem of poverty and its related symptoms, including, in some cases, housing and income inadequacy and insecurity and homelessness.

In some provinces, community pressure is building for a provincial poverty reduction strategy, while other provinces have already begun consultations toward that end. Five provinces have announced their strategies. Quebec was first in 2002, followed by Newfoundland and Labrador in 2006. Ontario’s plan was announced late in 2008, while Nova Scotia and Manitoba released their strategies in April and May, 2009 respectively. These four are outlined in some detail in Appendix 4.

¹⁸⁴ Michael Prince, “Disability Income Policy in Canada: Trends and Reform Ideas,” Presentation to Income and Employment Sector Forum, Toronto, 2 November 2007, Slide 9.

¹⁸⁵ Finance Canada, Canada’s Economic Action Plan: Budget 2009, Annex 5, p. 312.

<http://www.budget.gc.ca/2009/pdf/budget-planbugetaire-eng.pdf>. Accessed 14 August 2009.

¹⁸⁶ Carole Vincent and Richard Shillington, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 29 May 2008; Dianne Swinemar, Evidence, SAST, 1st Session, 39th Parliament, 3 May 2007.

New Brunswick recently reported on the results of a series of public consultations, described as the first phase in the development of a provincial poverty reduction strategy.¹⁸⁷

The Committee has heard widely varying opinions on how the Government of Canada can and should support current poverty reduction strategies, especially at the provincial level, and how it could encourage the development of such strategies in other provinces. Many witnesses testified that a national poverty-reduction strategy was an important step, including those from the National Council on Welfare, Canada Without Poverty (formerly the National Anti-Poverty Organization), the Canadian Co-Operative Association, the Canadian Teachers' Federation, the Canadian Centre for Policy Alternatives, and the Senate's own Standing Committee on Forestry and Agriculture in its report on rural poverty.

The Committee respects this view, recognizing that it is born from a desire to tackle poverty in every province and territory, with a Canada-wide set of goals and targets. However, as others have pointed out, most of the policy levers with respect to poverty are in provincial and territorial governments' jurisdiction, and most provinces are already moving forward with such strategies.

Other witnesses, particularly those who have appeared since the *Issues and Options* paper was published in June 2008, have had a more nuanced view. For example, one Quebec witness highlighted that Quebec's strategy was well entrenched, and had been established on a parallel track, rather than to interact with federal policies and programs. His advice was to concentrate on what the federal government does best, within its own jurisdiction:

The idea is not so much to have the federal government design what everyone in the country should do but at least have the federal government consider the implications for poverty reduction of its own policies, which are there nevertheless and have to be considered in that light.

(Alain Noël, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 June 2009)

Similarly, a business leader in Saint John, New Brunswick, where the Business Community Anti-Poverty Initiative is at the forefront of a local poverty reduction initiative, argued that government support for communities is a better approach than national or even provincial programs:

Our work in Saint John would be progressing at a much faster pace if there were a federal-provincial program in place to help our city undertake this work. Tripartite agreements would be an effective way to help cities reduce their poverty rates. Why is this? Poverty reduction solutions are different for every city, every neighbourhood and every family. It is at the local level that diverse sectors are best able to join together to understand how to interlock services and fill the gaps.

(Tom Gribbons, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 June 2009)

Another witness, also from a local poverty reduction initiative, emphasized that existing federal programs are essential components of a national poverty-reduction strategy, including "early learning and child care, affordable and accessible housing, employment opportunities and meaningful income supports."¹⁸⁸ In the submission from this initiative to the Subcommittee, the call for national co-ordination, targets and reporting was tempered by a call for flexible and sustainable investments.

Based on this and similar advice, rather than focus on a broad strategy, this Committee has chosen to focus on the specifics of these and other programs, making both short-term and long-term recommendations to make them more effective instruments of poverty reduction across Canada.

¹⁸⁷ Government of New Brunswick, *A Choir of Voices: The "What Was Said" Report*, A Dialogue on Poverty, June 2009.

¹⁸⁸ Liz Weaver, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 June 2009.

Nonetheless, the Committee recognizes the importance of supporting provincial governments that have taken the initiative to put poverty reduction strategies into place. Such a focus also meets the requirement that federal investments in poverty reduction be flexible and sustainable, and “allow provinces and municipalities to effectively use the investments to meet local needs.”¹⁸⁹

The Committee recognizes that provincial and local strategies are examples of “implementation-ready” initiatives with respect to social infrastructure, offering a parallel to “shovel-ready” physical infrastructure initiatives, funded through adding to and accelerating investments from existing transfers. The Committee is aware that some advice to the federal government with respect to stimulus spending included attention to projects “designed to improve Canada’s long-term economic competitiveness **and social well-being**.”¹⁹⁰ [emphasis added]

Some stimulus money should be used to support a stronger social infrastructure in Canadian cities.

One of our witnesses told the Committee:

When we asked our 25 economists across the West what the stimulus package should be, their emphasis was very much on strengthening the social safety net rather than doing particular things for particular firms or industries.

(Roger Gibbins, President and CEO of the Canada West Foundation, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 2 April 2009)

Noting the government’s firm commitment to flow funds quickly where there are projects to support, the Committee believes the federal government can provide similarly accelerated and expanded support to jurisdictions with implementation-ready poverty reduction strategies.

Recommendation 36

The Committee recommends that just as the federal government invests in "shovel-ready" physical infrastructure to combat recession with their provincial counterparts, so too should "shovel-ready" social infrastructure be targeted for investment, specifically housing, income security, and social agencies, whose ability to serve can be quickly enhanced through increased and accelerated investment in the Canada Social Transfer.

Community responses

In its visits to agencies across Canada, the Committee heard that while income transfers are essential, people often need more. From those living in poverty, we heard that life can be complicated: by illness, mental illness, violence, family disintegration and social isolation. Community-based organizations, such as the ones visited by the Committee, provide an essential role in helping people who are living in poverty.

Community responses provide on-the-ground support and personal connections for people living in poverty.

Sometimes the help is simple assistance with an application form for an income-support program. Sometimes help takes place over a period of years and is given in several different ways – help

¹⁸⁹ Hamilton Roundtable for Poverty Reduction, “A National Poverty Reduction Strategy: Presentation to the Subcommittee on Cities,” 2nd Session, 40th Parliament, 3 June 2009, p. 4.

¹⁹⁰ Roger Gibbins, et. al., *Taking Action on the Economy: Advice from Western Canada*, Canada West Foundation, October 2008, p. 1.

getting settled in a new community or help when leaving an abusive relationship. Community-based organizations serve many purposes, but in essence they provide on-the-ground support and personal connections. Organizations are capable of building communities within and among vulnerable people: organizations are both the response and the community in the community response.

The Committee visited or heard from the following community organizations¹⁹¹ that help to address the challenges of poverty and have as their clients those that are living in low income:

- Stella Burry Community Services¹⁹², Stella's Café - St. John's, Newfoundland and Labrador
- North End Community Health Centre¹⁹³ - Halifax, Nova Scotia
- Dalhousie Legal Aid Services¹⁹⁴ - Halifax, Nova Scotia
- Montreal Diet Dispensary¹⁹⁵ - Montreal, Quebec
- Collingwood Neighbourhood House¹⁹⁶ - Vancouver, British Columbia
- Hospitality Project¹⁹⁷ - New Westminster, British Columbia
- Circle Project¹⁹⁸ - Regina, Saskatchewan
- Rainbow Youth Centre¹⁹⁹ - Regina, Saskatchewan:
- Urban Circle Training Centre²⁰⁰ - Winnipeg, Manitoba
- Community Kitchen Program of Calgary²⁰¹ - Calgary, Alberta
- Sun Youth Organization²⁰² - Montreal, Quebec
- Pathways to Education Canada²⁰³

Of these responses, some provided assistance to people who are living in poverty, while others programs aimed at moving people out of poverty by providing a 'springboard'.²⁰⁴ Whether to give comfort or a 'springboard', community responses all had these key elements:

- a unique capacity to respond quickly with innovative solutions to emerging community needs;

¹⁹¹ Further details about these organizations and programs can be found in Appendix 3. What follows is a brief introduction to some of what the Committee saw and heard during site visits to cities across Canada, brief introductions that highlight aspects of what the Committee was privileged to experience during their fact finding missions.

¹⁹² Stella Burry Community Services <http://www.stellaburry.ca/>. Accessed 18 August 2009.

¹⁹³ North End Community Health Centre <http://www.nechc.com/>. Accessed 10 August 2009.

¹⁹⁴ Dalhousie Legal Aid Services <http://law.dal.ca/Institutes/Dalhousie%20Legal%20Aid%20Service/>. Accessed 10 August 2009.

¹⁹⁵ Montreal Diet Dispensary <http://www.ddm-mdd.org/en/>. Accessed 24 August 2009.

¹⁹⁶ Collingwood Neighbourhood House <http://www.cnh.bc.ca/>. Accessed 6 August 2009.

¹⁹⁷ The Hospitality Project <http://www.newwesthospitalityproject.org/links.html#>. Accessed 6 August 2009.

¹⁹⁸ The Circle Project Association Inc. <http://www.circleproject.ca/index.html>. Accessed 6 August 2009.

¹⁹⁹ Rainbow Youth Centre <http://www.rainbowyouth.com/>. Accessed 6 August 2009.

²⁰⁰ Urban Circle Training Centre Inc. <http://www.urbancircletraining.com/home.htm>. Accessed 7 August 2009.

²⁰¹ Community Kitchen Program of Calgary <http://www.communitykitchenprogram.com/>. Accessed 24 August 2009.

²⁰² Sun Youth Organization <http://www.sunyouthorg.com/>. Accessed 24 August 2009.

²⁰³ David Hughes, Pathways to Education Canada, Submission to Subcommittee on Cities 2nd Session, 40th Parliament, 2009, 22 April 2009.

²⁰⁴ Tom Gribbons, Evidence, Subcommittee on Cities 2nd Session, 40th Parliament 5 June 2009.

- wrap-around service that can meet individuals ‘where they are’ and help with more than one aspect of their life at a time; and
- filling in gaps, the particular domain of community-based responses, as they are most adept at identifying and responding with innovative measures that fill in where other services stop short.

Springboards

Education

Education programs all had in common their capacity to adapt to the complex needs of the students, helping to keep them focused on their education achievements. In discussion with students, Subcommittee members heard from young people who were trying to attain their high school or post-secondary diploma while living complicated lives. We have heard about the important impact education can make on alleviating poverty. Students told us that going to school was made more challenging by their living situations: in poverty, without family support, frequently with children of their own to care for and sometimes while they transitioned out of street-involved lifestyles that included gang attachment, addictions and violence. The Committee heard that high school completion and post-secondary education are vital for improving the socio-economic status of teenage mothers and improving the employment rate for Aboriginal young people. Subcommittee members were impressed by the accomplishments of the young people we met in these education focused programs.

Young people at the Circle Project Association in Regina told Subcommittee members of the particularly beneficial approach that is based on an Aboriginal vision of wholeness, balance and healing, a fundamental of the Circle Project education program. The Aboriginal-rooted approach gave students support as they made changes in their lives while working toward completion of their high school diploma. About 95% of the students at the Circle Project are Aboriginal; many of them are young single mothers. The Circle Project added childcare services, having identified that finding stable, affordable childcare was an essential element in the students’ capability to complete their studies. The Circle Project is an example of a wrap-around service, providing emotional support while getting the students to stay focused on their studies.

The Urban Circle Training Centre in Winnipeg describes its college-level training program as a ‘ladder’ out of poverty. A life skills development unit, with a strong Aboriginal foundation, is the first part of all training programs. The program participants described how that unit helped to shape their own approach to learning, to ensure greater success in attaining their goals and to set life priorities and focus on their studies, despite life’s complications. Eighty-five per cent of the Urban Circle students successfully complete their diploma and get a job. The program is particularly helping to break down the barriers faced by Aboriginal people in post secondary education achievement.

Pathways to Education Canada serves younger people by helping to keep them in school and to prevent high school drop-out among youth in low-income neighbourhoods. The Pathways program has learned that young people in these neighbourhoods need more support than that which is available in the classroom alone. Home and community issues are addressed along with the development of success strategies for educational attainment.

The Pathways to Education model, with audited results, is reported to provide a \$25 ‘social return on investment’ for every dollar invested in the program.²⁰⁵ It helps the student to manage the day-to-day challenges at home that might be distracting and those in the community that might be a temptation away from school. The Boston Consulting Group reported an 80% reduction in the drop-out rate of participants in the Pathways program in 2007.²⁰⁶ Subcommittee members enjoyed meeting some of the young people in the Pathways Program during a site visit to Regent Park in Toronto. We were impressed with the changes that the program appears to be having on the individuals and on the greater community.

Subcommittee members visited youth-specific poverty-focused programs, targeted to those as young as middle school age. It was evident that the drop-in centres can become like a second home. The Rainbow Youth Centre is just such a place for youth in a low-income community in Regina. The place, the staff, programs and events combine to create a special kind of wrap-around service to youth in disadvantaged communities, helping to keep them engaged with their community and enrolled in school. At Rainbow Youth, programs have expanded to fill the needs of the youth community, as and when needs have arisen. Sports, recreation, access to computers and an evening meal are offered. There is quiet space, active space and space to get individual attention. Staff are there to help, support and even comfort any in need. Subcommittee members saw how the building itself had been adapted, renovated and rejuvenated to make room for the multitude of programs and services.

Newcomers

Community responses that we heard from almost always included some help in gaining access to other services, programs and financial assistance. The Collingwood Neighbourhood House, centered in a Vancouver community with a high proportion of newcomers, is a case in point. Among an extensive list of programs, services and supports available to all in the community, there is also a 24-hour information and referral service for recent immigrants designed to help them connect with services for housing, school, employment, and language classes. The information service is offered in multiple languages, which are always adapting to newcomers in the community. Such support assists newcomers as they settle and gain access to the labour market. Collingwood Neighbourhood House is often filling the gaps where targeted programs fall short. Their offerings specifically help with what we heard in evidence as the first and second stages to the settlement process.²⁰⁷ The connections that happen at Collingwood House may also help with the third and final settlement stage of economic and social integration.

Nutrition

The Montreal Diet Dispensary makes an impassioned plea for greater acknowledgment of the link between diet and poverty.²⁰⁸ Their efforts are focused on prevention of intergenerational poverty, especially with pre-natal dietary supplementation. The Dispensary addresses poor diets of pregnant women living in low-income areas, using good nutrition to reduce the risk of low birth-weight babies and to help ensure the best start for babies’ development. The Dispensary program directly addresses a problem identified by the Health Council of Canada (as quoted earlier in this report) that

²⁰⁵ David Hughes, Submission to the Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009.

²⁰⁶ Boston Consulting Group, BCG Assessment of Pathways to Education: Executive Summary, p. 10, July 2007. <http://pathwaystoeducation.ca/PDF/BCG.pdf>. Accessed 22 September 2009.

²⁰⁷ Sarah Wayland, Evidence, Evidence, SAST, 2nd Session, 39th Parliament 13 March 2008.

²⁰⁸ Marie-Paul Duquette, Evidence SAST, 2nd Session, 39th Parliament 7 February 2008.

the average birth weight for babies in low-income neighbourhoods is one-quarter pound less than for babies born in high-income neighbourhoods.

Good nutrition is also a focus of the Community Kitchen Program of Calgary. Their community kitchen program helps small groups cook good food together, saving both money and time. The program helps those with limited income, and their families, to have a better overall diet; it also provides an opportunity to make friends and avoid social isolation. The Committee has already heard that those with low income cannot afford to eat nutritious diets based on comparing income levels with the costs of such a diet. This program is an example of a wrap-around service. While the focus is on nutrition, cost savings and improving the diets of those with low income, the program also addresses a common problem of poverty: social isolation.

Economic Isolation

Community responses are also about creating community, they bring people together no matter what their circumstances. In discussion with clients Subcommittee members heard stories, often whole life stories. These stories were shared with us, but it was apparent that they had also been shared amongst themselves, creating a sense of community among people who live in poverty every day and struggle to gain stability. As one client put it, in our visit to St. John's, sometimes it's just about finding home, work and friends all in the same place.

Discussions held with clients and program participants at Stella Burry Community Services in St. John's, were held at Stella's Café, a place where clients may be serving or sitting. Sharing stories in a supportive community means people can learn from each other, know that they are not alone in their own struggle, and get help navigating life.

Stella's Café provides jobs in the café for people living in poverty with mental health issues. This social enterprise café operation is about meeting people 'where they are' for employees and visitors alike. For some, the Stella's Café work experience may even lead to stable employment elsewhere. While helping to prevent social isolation, this model can also help to address economic isolation.

Providing Comfort

Health

The Committee has heard about the greater level of illness among those living in poverty and the related health care costs. North End Community Health Centre of Halifax creates a healthy community with a growing collection of health services. When it began, the centre simply wanted to bring medical services into the neighbourhood, to make access easier for the local, largely low-income, residents. Since then, the Health Centre has added many more services to meet the health needs of the community. Subcommittee members have heard that poverty has a strong impact on health outcomes; we were encouraged see a community-based response helping to improve health outcomes. The North End Community Health Centre also encourages clients to become members and participate in the governance of the centre. Community-based actions such as these help to create a sense of community while providing a specific response.

Legal Aid

A very specific and targeted community service is provided by Legal Aid clinics. The costs of retaining professional legal services might otherwise be prohibitive, but the legal aid is provided free of charge to those who meet the criteria. Dalhousie Legal Aid Services is a partnership between community groups, law students, community legal workers and lawyers. Its location, in the Halifax North End neighbourhood, is part of its connection with the community. While providing a very

specific service, the clinic also does community outreach and advocates on behalf of people with low income. This sort of service fills a gap in the system, eliminating cost as a barrier to accessing legal services.

Place-based Community Responses

Subcommittee members visited the Sun Youth Organization, which first offered recreational sports opportunities to urban, low-income youth in the 1950s in Montreal. The converted school building, now owned by the organization, is home to the many services all developed in response to community need over the past decades. There are programs and services for people of all ages. The Subcommittee visited only small parts of the old, rambling building. Over the past 50 years it has clearly become a hub of activity in the community, providing emergency response service for people in distress, community crime prevention, a food bank which is open 365 days a year, and comprehensive seniors' programs. For a very long time, the organization has been creating innovative solutions to community needs. As a place-based response, Sun Youth is an example of an organization that has responded to neighbourhood attributes and helped to improve the characteristics of the community.

The Hospitality Project in New Westminster was born of a simple act of kindness. Staff at a food bank, based in a church, decided to invite those waiting in the line-up outside the Church to come inside the recreation space and wait inside instead of outside on the sidewalk. From that simple act, a full and rich community response has been developed. A system was developed that would allow people to keep their place in line while they got free coffee and snacks and chatted with friends and neighbours. The Hospitality Project grew from there. Subcommittee members were impressed with the capacity to identify needs in this very diverse community and provide an innovative response. Now the space is the hub for a visiting dental clinic, school supports, cooking classes and meetings with social workers. This is in addition to the continuation of its original food-bank function, distributing about 500 bags of food weekly.

Section 3 – Housing

Housing stabilizes families. If they are constantly on the move for decent housing, the children are moved from school to school and their education is affected with each move. When families are in decent housing, they can concentrate on the other areas of their lives, such as education and employment.

(Lawrence Poirier, Manager, Kinew Housing Inc., Evidence, SAST, 2nd Session, 29th Parliament, 29 November 2007)

Housing – accommodation – that is affordable and adequate provides an important foundation for healthy social and physical development. For those attempting to emerge from poverty as well as those who work to reduce it, appropriate housing is a necessary, though not sufficient, condition for success.

Adequate housing is the right of all, regardless of economic or social status.

Researchers and witnesses before the Committee have also argued that adequate housing is the right of all, regardless of economic or social status. Yet according to a 2004 report released by the Canadian Policy Research Networks, Canada “has not been able to meet the housing policy objective of providing adequate and affordable housing for all citizens.”²⁰⁹ Policy researchers and others often refer to affordable housing as a “policy orphan” that no one level of government is taking responsibility for and the building industry avoids because of low profit margins.

3.1 Persistent problems

Witnesses before the Committee have argued that while there may not be a housing policy in Canada, there is a housing system,²¹⁰ with the largest component provided by the private market in the form of owned homes, a lesser part supplied by the private market that is rental accommodation, and a smaller part still provided by government and non-government not-for-profit organizations in the forms of privately or jointly owned housing or rental accommodation.

Affordability

Despite recent economic growth, the income of the poorest 20% of families remained stagnant as shelter costs increased. There is a housing affordability gap tied to the shortage of supply of affordable housing and declining income at the lower end of the income spectrum.

(Bayla Kolk, Acting Associate Deputy Minister, Homelessness and Partnering Strategy, Evidence, SAST, 1st Session, 39th Parliament, 26 April 2007)

There is a housing affordability gap tied to the shortage of supply of affordable housing and declining income at the lower end of the income spectrum.

Bayla Kolk

In its site visits in cities across Canada, Committee members met with Aboriginal people, with newcomers, with long-time Canadians; almost without exception, when

²⁰⁹ Tom Carter and Chesya Polevychok, *Housing is Good Social Policy*, Research Report F/50 Family Network, Canadian Policy Research Networks, December 2004, p. v.

²¹⁰ See, for example, testimony by Margaret Eberle to Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009.

asked what governments could do to assist them, they identified housing-related issues, including affordability and maintenance of units. With the exception of Montreal, everyone who was in poverty indicated that the shelter component of their social assistance cheques was not sufficient to meet the costs of even the lowest-rent units available in their communities. A Winnipeg witness described the situation in that community:

The rooming house resident, the hotel resident, or the single person gets either \$236 or \$284 a month to find accommodation. Most times they are stuck in the inner city in rundown places. The kicker — and this goes back to the industry of poverty — is that \$236 or \$284 is not the rent that is being charged. The rent is \$275 or \$300-plus. Someone on assistance then takes 30% to 40% of their \$80 or so of disposable income to pay for shelter.

(Jino Distasio, Director, Institute of Urban Studies, University of Winnipeg, Evidence, SAST, 1st Session, 39th Parliament, 17 May 2007)

A witness from a food bank in Winnipeg described the difficult choices this forces on people:

[A] terrible choice faced by two-parent families, single mothers, people with physical and mental disabilities or mental illness, people who need education and training and others who have been forced by circumstances to turn to welfare [is] to make this decision: feed themselves and their children or pay their shelter costs. Money that should have gone to food is used to pay rent and utilities.

(David Northcott, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 1 May 2008)

The Committee also heard from witnesses about how finding housing they could afford often put social assistance recipients, particularly women,²¹¹ at risk in terms of the safety of their families. Committee members visiting Prairie agencies and their clients heard first-hand reports of this reality.

Participants in an evaluation of the Refugee Assistance Program, both refugees and service providers, also said that the funding provided for shelter costs were particularly out of sync with the needs of refugee families, which are often large.²¹² Recent research shows that refugees experience more significant problems in accessing appropriate and affordable housing than other immigrants.²¹³

Further, this does not take into account the disproportionately high costs for heating fuel identified in hearings and site visits in eastern Canada.

In Charlottetown last winter, there were senior citizens who had to choose between buying their medication, buying food or heating their homes. In many cases, these people could not afford all three of these basic needs. With the increase in home heating fuel since last winter, this level of poverty will only increase.

(Clifford Lee, Mayor, City of Charlottetown, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 13 August 2008)

While the Committee is conscious that increases in social assistance shelter allowances can result in increases in rents in the most affordable units in any community,²¹⁴ it remains clear that without an increase in supply of affordable housing, some increase in these allowances may be the only solution.

²¹¹ Marika Morris, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 4 June 2008.

²¹² Sarah Wayland, "The Housing Needs of Immigrants and Refugees in Canada," Paper prepared for the Canadian Housing and Renewal Association, 2007, p. 9.

²¹³ Daniel Hiebert & Pablo Mendez, *Settling In: Newcomers in the Canadian Housing Market, 2001-2005*, Canada Mortgage and Housing Corporation, July 2008, p. 37.

²¹⁴ Marion Steeles, "Comments on housing proposals in the Senate Report, Poverty, Housing and Homelessness: Issues and Options." Submission to the SAST, 26 June 2009.

Further, the Committee recognizes that this approach often does not assist people who are employed and not receiving social assistance benefits; regional differences make it likely that even the most generous Working Income Tax Benefit might not solve this problem for low-income earners in Canada's most expensive rental markets.

The Committee also learned that there is a disproportionate affordability problem for particular groups:

Those vulnerable to poverty, such as Aboriginal people, single mothers, immigrants, refugees and people with disabilities bear the brunt of the effects of inadequate housing, which impacts their education and health outcomes.

(Molly McCracken, Manitoba Board Member, Canadian Centre for Policy Alternatives (Manitoba), Evidence, SAST, 1st Session, 39th Parliament, 17 May 2007)

Those vulnerable to poverty, such as Aboriginal people, single mothers, immigrants, refugees and people with disabilities bear the brunt of the effects of inadequate housing.

Molly McCracken

While affordability is particularly a problem in Canada's largest cities, there are similar disproportionate impacts in smaller cities as well. For example, Newfoundland and Labrador's new social housing plan shows that one-person households, Aboriginal off-reserve households, and lone parents are among those in greatest core housing need, and that the greatest contributor to this need is lack of affordability.²¹⁵

Inadequate supply

The Committee gathered ample evidence on the lack of affordable housing in either the private market or social housing.

While different experts have put forward different analyses of the failure of the private market to provide affordable rental housing, there were two major reasons: changes to the treatment of income generated from developing rental housing coincided with the emergence of condominium housing,²¹⁶ and the costs of land and construction in large cities simply made the cost of new housing unaffordable to those on low incomes.²¹⁷

According to Canada Mortgage and Housing (CMHC), in 2005, 13.5% of Canadians living in cities were in "core housing need."²¹⁸

Core housing need refers to households which are unable to afford shelter that meets adequacy, suitability, and affordability norms. The norms have been adjusted over time to reflect the housing expectations of Canadians.

²¹⁵ Newfoundland and Labrador Housing, *A Social Housing Plan for Newfoundland and Labrador 2009: Secure Foundations*, 2009, p. 3. <http://www.nlhc.nf.ca/SocialHsingPlan/report.pdf>. Accessed 24 August 2009.

²¹⁶ For an example of this argument, see J. David Hulchanski, "Canada's Dual Housing Policy: Assisting Owners, Neglecting Renters," *Research Bulletin #38*, Centre for Urban and Community Studies, University of Toronto, September 2007, p. 3.

²¹⁷ For an example of this argument, see Nick Falvo, "Addressing Canada's Lack of Affordable Housing," Presentation for PEF Panel: "Interdisciplinary Approaches to Economic Issues" at the Canadian Economics Association Annual Meetings, Dalhousie University, 2007, p. 4.

²¹⁸ CMHC, "2008 Canadian Housing Observer — Key Findings." <http://www.cmhc.ca/en/corp/nero/nere/2008/2008-11-13-0815.cfm>. Accessed 27 August 2009.

*Affordability, one of the elements used to determine core housing need, is recognized as a maximum of 30% of the household income spent on shelter.*²¹⁹

As is the case with poverty, some groups are over-represented among those in this situation. In 2001, 36% of immigrants were in core housing need, by CMHC's definition, compared to only 13% of non-immigrants.²²⁰ A Toronto witness put these numbers in a more local context:

[A]bout 25,000 people, over 50% of [non-senior] residents [in Toronto Community Housing] are under the age of 21. About 85% are non-white and about 25% are new Canadians. The face of poverty and the face of social housing in large urban centres have transformed rapidly and continues to transform.

(Derek Ballantyne, Chief Executive Officer, Toronto Community Housing Corporation, Evidence, SAST, 2nd Session, 39th Parliament, 21 November 2007)

Data also demonstrate that a higher proportion of Aboriginal households in major Canadian cities are in housing that needs major repairs than their non-Aboriginal counterparts; more than twice as many Aboriginal as non-Aboriginal households fit this category in Vancouver, Edmonton, Saskatoon, Winnipeg and Toronto.²²¹ At the same time, a greater proportion of Aboriginal families than their non-Aboriginal counterparts on waiting lists for social housing are reported to be homeless.²²²

These data were echoed in testimony before the Committee:

Beyond ... housing statistics are the real people who pay the price for Canada's lack of affordable housing... The Canadians who get hurt the most are those who are most vulnerable, the young, the old, lone-parent families, Aboriginal households, new immigrants and renters, who account for more than two thirds of those in core housing need.

(Nicholas Gazzard, Executive Director, Co-operative Housing Federation of Canada, Evidence, SAST, 2nd Session, 39th Parliament, 21 November 2007)

Beyond ... housing statistics are the real people who pay the price for Canada's lack of affordable housing... The Canadians who get hurt the most are those who are most vulnerable.

Nicholas Gazzard

Federal support

Expiry of Operating Agreements

Federal investment in affordable housing is scheduled to diminish dramatically, simply as a result of key long-term operating subsidies expiring, as the mortgages they support expire:

Federal investment in affordable housing is scheduled to diminish dramatically, simply as a result of key long-term operating subsidies expiring.

²¹⁹ CMHC, "Affordable Housing." http://www.cmhc-schl.gc.ca/en/corp/faq/faq_002.cfm. Accessed 24 August 2009.

²²⁰ Wayland (2007) p. 4.

²²¹ Statistics Canada, cited in Ryan Walker, "Social Housing and the Role of Aboriginal Organizations in Canadian Cities," *IRPP Choices*, Institute for Research on Public Policy, May 2008, p. 4. <http://www.irpp.org/choices/archive/vol14no4.pdf>. Accessed 10 August 2009.

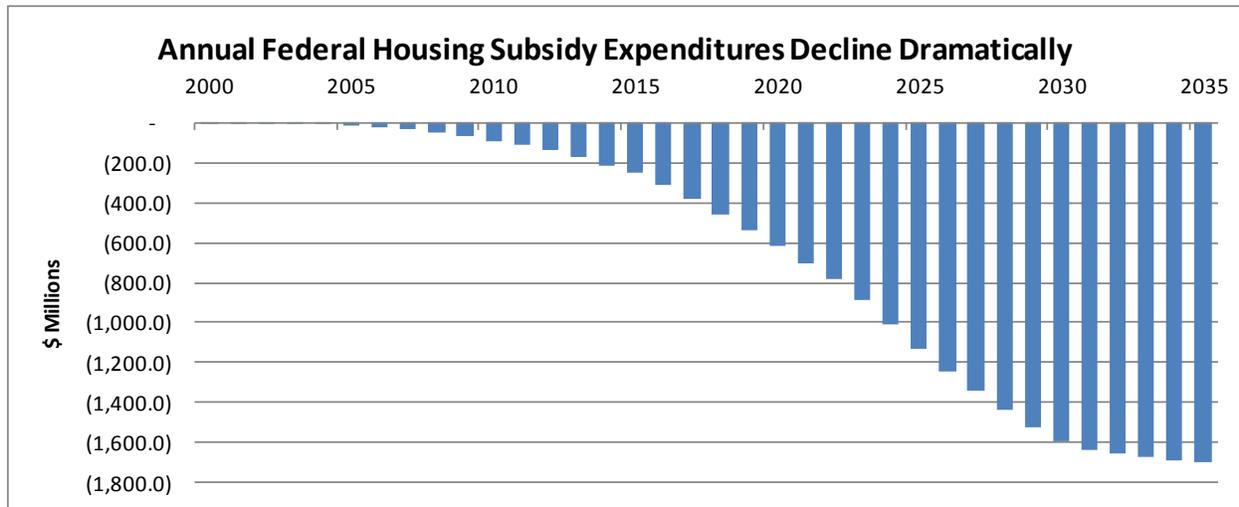
²²² The International Housing Coalition, Case Study 3, *Aboriginal Housing in Canada: Building on Promising Practices*, 2006, p. 6.

Typically, a federal program will have a commitment to a project for 30 to 35 years. At the end of that time, the project's mortgage will be repaid completely and the federal subsidy will end. The problem there, however, is that although the federal subsidy will end, the need to continue to house low-income families will not.

(Nicholas Gazzard, Evidence, SAST, 2nd Session, 39th Parliament, 21 November 2007)

The impact is massive, in terms of federal savings, and in terms of the impact on the supply and affordability of subsidized units in social housing. The figure below captures the rapid decline, if governments do not reinvest in a long-term way.

Figure 9 - Decline in federal housing subsidy expenditures²²³



Maintenance of funding investment

While most witnesses who addressed housing with the Committee strongly recommended that funding levels be maintained at least current levels, some described what could be accomplished with that funding in the social housing sector:

[I]f the federal government were to say that it will hold the line on the existing budget, if not increase it, 80% of that budget could be used to create new housing. By the time mortgages are paid off, that could add 21,000 units of housing a year. If the provinces keep their pedal to the metal and partner, that could double.

(Sharon Chisholm, Executive Director, Canadian Housing and Renewal Association, Evidence, SAST, 2nd Session, 39th Parliament, 21 November 2007)

The Committee commends the Budget 2009 commitment to increasing the supply of affordable housing in Canada, while seeking a more sustained approach.

Recommendation 37

The Committee recommends that the federal government provide sustained and adequate funding through the Affordable Housing Initiative to increase the supply of affordable housing.

²²³ Steve Pomeroy, "Where's the Money Gone? An Analysis of Declining Government Housing Expenditures," Prepared for Canadian Housing and Renewal Association, August 2007, p. iii. <http://www.chra-achru.ca/english/DocumentAccess.asp?docName=../CMFiles/documents/chra+pomery+E+final+1MBQ-6242008-6971.doc>. Accessed 27 August 2009.

Private sector supply

The Committee also recognizes that the private sector has been a major developer of rental housing in Canada. The Committee learned from many witnesses of the decline in the construction in rental housing and of the loss of rental units to conversion (to condominiums) and redevelopment.

Several witnesses, many providers and managers of social housing, suggested that various changes in federal tax policy over the years had been contributing factors to this reduction in the proportion of housing units available to tenants, and that changes to the tax system could reverse this trend.²²⁴

These witnesses suggested that tax measures could be part of the solution, but cautioned that the housing market in Canada had changed sufficiently that simply reinstating an earlier program or replicating one from another country was not wise. For example, one submission from an expert in these matters suggested that any tax measures should include

Tax changes could support an increase in the supply of rental housing built by the private sector.

*provisions to ensure that some at least of the following are true: (a) the subsidies will attract investors in addition to those currently in the business; (b) the subsidies will not be largely inframarginal (i.e. given to investors for behaviour which would occur anyway); (c) they will not be too expensive per housing unit produced in terms of tax revenue lost (that is, in terms of tax expenditure); and (d) they will be targeted, at least in the case of some changes.*²²⁵

Specific suggestions have varied from amendments to the *Income Tax Act* to allow investments in social housing, including donations of hard assets, to be subject to the same tax treatment as charitable donations²²⁶ to the implementation of a low-income housing tax credit modeled on the same credit in the United States.²²⁷ General and more specific suggestions with respect to tax treatment have also come from provincial and local working groups and housing and homelessness plans.²²⁸

The Committee also recognizes the complexity of both the tax and housing systems in Canada, and wishes to avoid any further incompatibilities between programs across levels of government.

²²⁴ See for example, testimony by Steve Pomeroy and Phil Browne, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009; by Jill Davidson, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 28 May 2009; and by Derek Ballantyne, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 21 November 2007.

²²⁵ Marion Steeles, "Comments on housing proposals in the Senate Report, Poverty, Housing and Homelessness: Issues and Options." Submission to SAST, 26 June 2009, p. 6.

²²⁶ Don Fairbairn, Consultant, Streetohome Vancouver, Evidence, SAST, 2nd Session, 39th Parliament, 6 March 2008.

²²⁷ Marion Steeles, Submission, p. 6.

²²⁸ For examples, see Edmonton Task Force on Affordable Housing, "Improving Opportunities for Affordable Housing in Edmonton," City of Edmonton, February 2003, p. 9, http://www.edmonton.ca/for_residents/CommPeople/ETFAHBackground.pdf (accessed 5 May 2009); Calgary Committee to End Homelessness *Calgary's 10 Year Plan to End Homelessness* January 2008, <http://www.endinghomelessness.ca/users/getdownload.asp?DownloadID=158>. Accessed 16 October 2009; and Metro Vancouver, *Affordable Housing Strategy*, 2007, p. 1, <http://www.metrovancouver.org/planning/development/housingdiversity/AffordableHousingStrategyDocs/AdoptedMetroVancAffordHousStrategyNov302007.pdf>. Accessed 23 April 2009.

Recommendation 38

The Committee recommends that the federal government issue a White Paper on tax measures to support construction of rental housing in general and affordable rental housing in particular, including the donation of funds, lands or buildings for low-income housing provision.

Land costs

Increasingly in Canadian cities, the Committee has heard the cost of land can be prohibitive to any organization (government or non-government) seeking to build affordable housing, for purchase or rent. Municipalities are contributing to a reduction in development costs through instruments such as waived development fees and deferral or temporarily waived property taxes, and even through donated or discounted land. In at least some cases, there have been calls for the provision of federal lands for this purpose.²²⁹

The cost of land can be prohibitive to any organization seeking to build affordable housing, for purchase or rent.

As part of its homelessness initiatives, the federal government's Surplus Federal Real Property for Homelessness Initiative (SFRPHI) "provides surplus federal property to community organizations, the not-for-profit sector, and other levels of government for projects that alleviate and prevent homelessness."²³⁰ At the same time, surplus federal policy is transferred to the Canada Lands Company for disposal, which has a mandate with two requirements: "to optimize both the financial value of government assets no longer needed for program purposes, as well as the community value of the company's development projects."²³¹ Its process for redevelopment of federal lands also involves consultation with local stakeholders, and work on an overall development plan for the property; this process can lengthen an already long development process, while funding programs are often time-constrained.

Recommendation 39

The Committee recommends that the federal government clarify the mandate of Canada Lands Corporation to favour use of surplus federal lands for development of affordable housing and to expedite planning processes to facilitate this use.

Short-term funding

Federal funding has been uneven, with heavy investment in the 1960s and 1970s, withdrawal and transfer of responsibility to provincial governments in the 1990s, and more recently, new investments in the construction of affordable housing. Witnesses told the Committee that while the new money is welcome, a more coherent and strategic approach is important to meeting the housing needs of Canadians, especially for those with low incomes.

Federal housing programs need to accommodate a five-year development cycle and a 10-year planning cycle.

²²⁹ See, for example, Metro Vancouver, *Affordable Housing Strategy*, 2007, p. 9.

²³⁰ Human Resources and Skills Development Canada, "Surplus Federal Real Property for Homelessness Initiative." http://www.hrsdc.gc.ca/eng/homelessness/surplus_federal/index.shtml. Accessed 15 August 2009.

²³¹ Canada Lands Company Limited, "Mandate and Values." <http://www.clc.ca/learn-more-about-clc/mandate-values>. Accessed 15 August 2009.

Unfortunately, there does not appear to be any coherency in the way that we do housing policy or housing programs in Canada. Certainly, there is nothing within the last 10 years that I could point to and say that this is the federal government's view on housing and the investments they are making are strategic in this particular way. Instead, a collection of programs has erupted as a result of political decisions and election campaigns. Some programs, like the Residential Rehabilitation Assistance Program, go back 35 years and continue to chug along. The Homelessness Partnering Strategy was announced in 1999. The dollar amounts that we get for that today are the same as we got 10 years ago.

There does not seem to be any coherent policy approach. There is little strategic approach on the issue of housing, and there is certainly no long-term thinking, so we bump along from here to there and from there to here.

(Sean Gadon, Director, Affordable Housing Office, City of Toronto, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 28 May 2009)

Another component of the lack of longer term thinking is short-term funding programs: the short-term nature of the funding creates severe constraints on the ability of government, not-for-profit agencies and their private-sector partners to actually deliver the units anticipated in funding announcements.

Leaders and representatives from the provincial and local levels, from the corporate, government and community sectors, and from across Canada have emphasized the importance of a longer funding commitment with respect to housing development. All have highlighted the importance of being able to plan, and of the duration of the development cycle, which only begins with the commitment of funds.

For example, the Government of Nova Scotia, in an appearance before the Committee, described the “holding pattern” that had resulted when several current programs were scheduled to expire, and called for long-term funding to support provincial housing development programs.²³² The Halifax Regional Municipality made a similar recommendation, calling for predictable as well as sustainable social housing funding from the federal level.²³³

Several local and provincial housing and homelessness strategies also recommended that any commitment of funds for housing development be over a longer period of time.²³⁴ Witnesses repeated the message to the Committee:

The amount of time that folks [at the municipal level] and community agencies have to spend around the country managing these on-again, off-again programs, let us get that predictable, ongoing sustainable funding so that we can spend all that energy innovating better client service and better service delivery.

(Phil Brown, General Manager, Shelter, Support and Housing Administration, City of Toronto, representing Canadian Housing and Renewal Association, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009)

[W]e need to have a long-term, sustainable program. All across Canada we have suffered from the stop-go programs... [W]e wait for programs to be announced. They go for a certain period of time and then we do not know what the next

²³² David Ryan, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 13 August 2008.

²³³ Geri Kaiser, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 13 August 2008.

²³⁴ For examples, see *Calgary's 10 Year Plan to End Homelessness* January 2008; City of Ottawa, *City Housing Strategy: 2007 to 2012*, September 2007, p. 39-40, http://www.ottawa.ca/residents/housing/housing_strategy/strategy_overview_en.html. Accessed 23 April 2009.

step will be. We have suffered from a development community in stop-go mode — gearing up and gearing down — which has been very dysfunctional.

(Jill Davidson, Assistant Director of Housing Policy, City of Vancouver, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 28 May 2009)

One witness told the Committee about Australia’s approach to funding social housing and homelessness programs, which gets around the short-term funding problems despite jurisdictional differences and complexities:

In [Australia’s] system — with their federal division of powers and housing — they essentially have a rolling four-year agreement called the Commonwealth-State Housing Agreement that sets out a framework of conditions and principles under which the federal government will fund the housing and homeless area. Within that, there are specific outcome requirements that the states must deliver on and then the federal government gets out of the way and lets the states — provinces — get on with it.

The most successful approaches to providing affordable housing have been developed at the local level, and supported financially by the federal government.

(Steve Pomeroy, President, Focus Consulting Inc., Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009)

Recommendation 40

The Committee recommends that the federal government support the work of local and provincial non-profit housing developers by making housing programs longer term to accommodate five-year development cycles and ten-year planning cycles, and to permit more effective planning at the local and provincial levels.

Discrimination

The Committee heard repeated testimony, from all visible minority groups – newcomers, Aboriginal people, other long-time Canadians of colour – of discrimination from landlords in housing. While the discrimination is illegal, it is often not so explicit as to violate the non-discrimination clauses of human rights legislation. An example was provided by a witness:

[L]andlords check a person's credit rating before renting an apartment to them. New arrivals often have no way of providing a landlord with their credit rating. This applies to all new arrivals and not only to coloured women. And then, landlords want references. A landlord may not accept the references given by an immigrant. Things can get even more difficult if the landlord learns that the person is a refugee or that they are underemployed or precariously employed at two or three small jobs in different places. If a landlord asks for proof of income and the applicant can only provide a few nondescript pieces of paper, there is a systemic barrier.

(Roberto Jovel, Policy and Research Coordinator, Ontario Council of Immigrant Serving Agencies, Evidence, SAST, 1st Session, 39th Parliament, 10 May 2007)

The Committee recognizes that defending one’s rights before Human Rights Commissions or landlord-tenant tribunals provided for in provincial programs can present enormous challenges for the individuals affected by such discrimination. While criminal legal aid is understood to be essential to the protection of individuals interacting with the criminal justice system, the same recognition is not extended to civil legal aid.

Under the Canada Assistance Plan, which governed transfers to provinces for social assistance and social services prior to 1995, civil legal aid was explicitly identified as a service for which cost-sharing would be provided. Under the Canada Social Transfer, this explicit reference is lacking, which may contribute to less financial support from provincial governments.

Fighting discrimination in housing requires federal transfers for civil legal aid, which should be included in Canada Social Transfer purposes.

Recommendation 41

To assist tenants facing discrimination in housing, the Committee recommends the explicit identification of civil legal aid as an element to be supported by the Canada Social Transfer.

3.2 Promising practices

Place-based approaches

The arguments made above that favour a place-based approach with respect to poverty have their parallel in a housing context. The Committee heard testimony about the importance of both provincial and local particularities in housing policies and programs.

The Committee heard testimony, for example, on the role of local land-use policies in the supply of housing:

[T]here is increasing international evidence and Canadian evidence demonstrating that affordability is primarily caused by local and regional supply and demand factors rather than national factors. Factors affecting affordability vary completely even between provinces. Things such as resources, demographic change, population, increase in growth, income growth, physical climate, history, owner-to-renter ratios, urban-rural divide and, particularly, local land use policies all dictate considerable differences between cities, regions and provinces. This lack of uniformity creates different provincial priorities with respect to housing.

(David Snow, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009)

The Committee also heard from witnesses²³⁵ that a failure of federal housing programs in the past was their rigidity, and that better results would be achieved with more flexibility for provinces in designing their programs and policies.²³⁶

Citing the community-based solutions required in the federal government's homelessness programs, witnesses compared it to the more prescriptive nature of federal housing programs historically:

[I]f we go back and think about whether we have been successful in dealing with some issues of homelessness, we have been most successful when there was the ability for communities to take the funding available and to shape a plan that had to meet certain outcomes and targets. When everyone agreed those plans would work, they were funded on that basis, their determination of how they mix their resources together.

²³⁵ Diane Swinemar, Evidence, SAST, 1st Session, 39th Parliament, 3 May 2007.

²³⁶ Steve Pomeroy, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009.

In that sense, we go away from being prescriptive and saying, “This is the solution” — because that is ultimately what has always got us in trouble — towards being prescriptive about what outcomes we are looking for community by community.

(Derek Ballantyne, Evidence, SAST, 2nd Session, 39th Parliament, 21 November 2007)

Even in calls for a national housing strategy (discussed in more detail below), witnesses have emphasized that it “needs to be informed by all the front-line experience, savviness and information we have as service providers.”²³⁷

Rights-based approaches

As noted above with respect to poverty, several witnesses cited the value and importance of considering housing and homelessness issues in the context of human rights commitments. For example, Section 7 of the Canadian Charter cites the right to “security of the person,” which is often argued to include shelter. Courts have not interpreted the section in precisely this way.

After the 1998 hearings, the UN Committee reviewing Canada’s performance with respect to the right to adequate housing, said it was “gravely concerned that such a wealthy country as Canada has allowed the problem of homelessness and inadequate housing to grow to such proportions that the mayors of Canada’s ten largest cities have now declared homelessness ‘a national disaster.’”²³⁸ The UN Committee specifically referred to a decrease in housing affordability, shortage of adequate housing for Aboriginal people, and cuts to social assistance.²³⁹

At the provincial level, housing is often specifically mentioned in human rights legislation. Manitoba’s *Human Rights Code*, for example, prohibits discrimination in the provision of employment, housing and services,²⁴⁰ and, as noted above, prohibits discrimination based on source of income, thereby providing some protection to social assistance recipients with respect to housing. Ontario’s human rights legislation provides protection against discrimination based on receipt of social assistance, but only with respect to housing.²⁴¹

Other provinces provide similar protection against discrimination with respect to housing, based on prohibited grounds of discrimination, which generally include sex, race, physical disability, and place or origin.

In a comparative article on human rights and housing, two Australian authors point out that the protections are only the beginning:

Needless to say, adopting the language of human rights to assert a claim to adequate housing is only the first, and perhaps the easiest, step. What must follow is the translation of this claim into laws and policies that will enable the

²³⁷ Tim Crooks, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007.

²³⁸ CESCR, Concluding observations: Canada, 10/12/98, E/C.12/1/Add.31, cited in Dan Nicholson, *The Human Right to Housing in Australia*, Victorian Council of Social Services, Shelter Victoria, Centre on Housing Rights and Evictions, and Women’s Housing Ltd, 2004, p. 26.

²³⁹ Ibid.

²⁴⁰ Manitoba Human Rights Commission, “Housing Guidelines,”

<http://www.gov.mb.ca/hrc/english/publications/housing.html>. Accessed 14 April 2008.

²⁴¹ Centre for Equality Rights in Accommodation, “Ontario’s Human Rights Code,” in *Guide to Human Rights in Housing*, p. 2, <http://www.equalityrights.org/cera/docs/CERA%20-%20Overview%20of%20Code%20and%20HR%20in%20Housing%20-%20FINAL.doc>. Accessed 14 April 2008.

*enforcement of the right to adequate housing through legal and political mechanisms that hold governments accountable.*²⁴²

Their conclusions with respect to Australia may be equally applicable in Canadian jurisdictions:

*Recognition of the right to adequate housing as a 'right' that is concrete, realisable and enforceable will require concerted and coordinated local, national and international action to develop objective measures and standards pursuant to which implementation and progressive realisation can be measured. It will also require that courts and other complaints and dispute resolution bodies overcome their reluctance about economic and social rights adjudication and ... provide effective remedies for housing rights violations.*²⁴³

Witnesses and submissions cited the right to housing as a compelling argument for continued and increased investment in affordable housing in Canada.

A caring society has a responsibility to ensure that the basic human needs of all citizens are met, including the need for decent and appropriate shelter. From a legal perspective, Canada is a signatory to the International Covenant on Economic, Social and Cultural rights, which affirms the right of everyone to an adequate standard of living, including housing.

(Phil Brown, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009)

Others described how a rights framework shifts the responsibility from the individual without affordable housing to the state and its commitment to ensuring that everyone has adequate and affordable housing:

The rights-based approach takes the housing question away from whether someone is sort of pathetic, whether their life is miserable and they deserve compassion and pity, and whether they are more pathetic than someone else who has been brought forward. It is the public pleading for some sort of benevolence on the part of government to simply say that this is a fundamental entitlement that all Canadians have, and recognize international law signed by Canada, and there is a fundamental obligation on the part of governments to ensure that right is realized. That does not necessarily mean building every stick of housing in the country, but to ensure that the people have access to housing.

(Michael Shapcott, Director of Community Engagement, Wellesley Institute Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009)

In his general observations following an October 2007 visit to Canada, the former Special Rapporteur on Adequate Housing assigned by the United Nations Human Rights Council described the right to housing “as a component of the right to an adequate standard of living.” He identified breaches of both women’s and Aboriginals’ right to housing as well as a general federal government failure to provide “a properly funded national poverty reduction strategy” as a cause of the crisis of homelessness.²⁴⁴ The Rapporteur offered specific and wide-reaching recommendations, including a national housing strategy, a national poverty reduction strategy (both to be developed in conjunction

²⁴² Dianne Otto and Philip Lynch, “Housing, homelessness and human rights,” *Australian Journal of Human Rights*, 2004, p. 3, <http://www.austlii.edu.au/au/journals/AJHR/2004/1.html>. Accessed 15 April 2008.

²⁴³ *Ibid.*, p. 6.

²⁴⁴ United Nations, “United Nations Expert on Adequate Housing Calls for Immediate Attention to Tackle National Housing Crisis in Canada,” Press Release, <http://www.unhcr.ch/hurricane/hurricane.nsf/view01/90995D69CE8153C3C1257387004F40B5?opendocument>. Accessed 18 October 2009.

with provincial and where appropriate municipal governments), and a National Aboriginal Housing Strategy.²⁴⁵

He also highlighted the value of rights-based approaches in meeting the needs of over-represented groups:

A rights-based approach would mean that the rights of the most vulnerable are looked at first. It would mean committing programs, policies and funding to the principle of non-retrogression, which means you cannot go back on past achievements that were there. It would mean adopting an indivisibility of a human rights approach. If people are compromising on their right to food because they have to pay too much for rent or a mortgage, that is not acceptable.

(Miloon Kothari, former Special Rapporteur on Adequate Housing, UN Housing Rights Council, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 8 May 2008)

Among over-represented groups, several made the case that respecting a rights-based approach would improve their situations. For example, the National Aboriginal Housing Association (NAHA) cited non-Aboriginal-specific human rights instruments as the root of the right to housing for all Aboriginal peoples:

NAHA takes the position that the right to housing for all aboriginal people is rooted in the International Covenant on Economic, Social and Cultural Rights, adopted by the General Assembly of the United Nations on December 16, 1966 and the Universal Declaration of Human Rights (United Nations, 1948) and the conventions of the International Labour Organization that express social and economic rights, including a right to housing.²⁴⁶

The Committee has recommended greater recognition of Canada's international human rights obligations in the previous section of this report.

Residential Rehabilitation Assistance Program (RRAP)

The Committee heard both from witnesses and during site visits of the disturbingly low quality of most rental housing that was available in the private market, even at rents twice what social assistance provided for shelter. As noted above, when clients of agencies were asked what governments could do to make things better, most identified maintenance of property standards as a very high priority. While setting and enforcing property standards are clearly not in the federal jurisdiction, the Residential Rehabilitation Assistance Program (RRAP) has been an important contributor to the maintenance of both privately owned and rental accommodation across Canada.

The Federation of Canadian Municipalities (FCM) has identified RRAP as a critical element in their national action plan on housing and homelessness:

The Residential Rehabilitation Assistance Program (RRAP) is a proven vehicle to both help improve conditions in privately owned older properties and to control rents (the RRAP agreement is a de facto form of rent control as a quid-pro-quo for the RRAP loan).²⁴⁷

²⁴⁵ Ibid.

²⁴⁶ National Aboriginal Housing Association, "A Time for Action: A National Action Plan to Address Aboriginal Housing." June 2009, p. 4.

²⁴⁷ Federation of Canadian Municipalities, "Sustaining the Momentum: Recommendations for a National Action Plan on Housing and Homelessness, 23 January 2008, p. 14. <http://www.fcm.ca/CMFiles/hstrat1SSA-2242008-4643.pdf>. Accessed 28 August 2009.

Despite its demonstrated success, the program is always time-limited, requiring renewal every few years. Local housing strategies have identified the need to make it permanent.²⁴⁸ The Committee also heard of the importance of the program to maintaining the quality of housing for particularly disadvantaged groups:

[F]ederal government policies in the area of rental housing, especially of the Rental Residential Rehabilitation Assistance Program ... will be crucial for what happens to the housing quality for Montreal's immigrant communities because they depend so much on private rental housing in the existing stock. We have a big problem with housing quality in Montreal, and it will get worse without those grants renewed.

(Damaris Rose, Professor, Urban and Social Geography, Institut national de la recherche scientifique, Centre Urbanisation Culture Société, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009)

At the same time, the Committee also learned that RRAP eligibility was sometimes constrained by the high costs of repairs in some urban centres, like Vancouver,²⁴⁹ while the FCM has recommended that it be extended to include costs associated with conversion of properties for rental accommodation for low-income households.²⁵⁰ Further, the rural poverty report released in 2008 also called for increases in the government's home repair programs, many part of RRAP, to contribute to poverty reduction in rural Canada as well, and a commitment of at least five years to the program.²⁵¹

Federal support for renovation of residential housing (owned or rented) is widely supported, but needs to be secure, rather than face possible non-renewal every few years.

Recommendation 42

The Committee recommends that the federal government extend the Residential Rehabilitation Assistance Program as a permanent program, increase the budget allocations for this program, and amend eligibility requirements to take into account differential costs for repairs in different communities across Canada, and projects converting housing units for affordable rental accommodation.

Affordable Housing Initiative

In 2001, federal and provincial/territorial housing ministers agreed to some broad principles that would underpin bilateral housing agreements for transfers of federal funds. Under the Affordable Housing Initiative, a first phase, announced in that year, was targeted to adding to the supply of rental housing, and to conversion and renovation, with per-unit federal contributions not to exceed \$25,000. A second phase, announced in 2003, permitted federal contributions of up to \$75,000 per unit, and was more clearly targeted to low-income people. Under this Initiative, provincial and territorial governments were required to match federal funds with their own spending. These agreements were extended, and targeted with new funding, to support the construction of affordable housing for seniors and persons with disabilities in Budget 2009.

²⁴⁸ For example, see City of Ottawa, *City Housing Strategy: 2007 to 2012*, pp. 39-40.

²⁴⁹ Metro Vancouver, *Affordable Housing Strategy*, 2007, p. 9.

²⁵⁰ FCM, *Sustaining the Momentum*, p. 14.

²⁵¹ Standing Senate Committee on Agriculture and Forestry, *Beyond Freefall*, p. 143.

Witnesses across the country, and individuals grappling with income and housing problems, told Committee members that social housing was the surest way to provide affordable housing in Canadian cities. The boost to these bilateral agreements with provincial governments in Budget 2009 was exactly what several of our witnesses recommended as an appropriate response to the economic crisis, especially in major cities.

Affordable housing makes economic sense. It provides a targeted stimulus to the construction industry. It is a way of ensuring that when we come out of the recession, we are better off than we were going in. There is an economic argument, a social argument and a sustainability argument for affordable housing.

(Roger Gibbins, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 2 April 2009)

Other witnesses reminded us of the human face of new social housing units:

This year, approximately 2,500 low-income residents in Toronto will get a new lease on life with the opening of 1,000 new affordable homes, made possible through federal investments from the affordable housing program.

(Sean Gadon, Evidence, SAST, 2nd Session, 39th Parliament, 6 March 2008)

The Committee has made recommendations with respect to extension and expansion of these investments earlier in this section.

Housing trust funds

Trusts can be used by the Federal Government in order to respond to short-term priority issues for specific purposes by transferring money to a trustee (normally an independent financial institution) who holds the funds in trust for the provincial or territorial government who is the trust fund beneficiary/recipient for a set/short number of years.²⁵² Provinces and territories confirm their commitment to and understanding of the purposes of the trust in writing and in public announcements. Non-binding operating principles for the trusts make the provinces accountable to their residents about outcomes and how the funds have been spent.²⁵³

In 2006, the federal government created a three year Affordable Housing Trust to provide funding for the construction of affordable housing responding to shortages of affordable housing.²⁵⁴ Operating principles provided the provinces with great flexibility but suggested the provinces spend the funds on constructing new affordable rental units and increasing the supply of transitional and supportive housing.²⁵⁵ The operating principles stated that the trust money: "...is not intended to support ongoing operational funding for existing social housing stock, rent subsidies, or to replace provincial and territorial investment in affordable housing."²⁵⁶ Provinces were encouraged to report to their citizens and to acknowledge federal government contributions to housing built with funds from the Affordable Housing Trust.²⁵⁷

²⁵² Auditor General of Canada, *Report to the House of Commons*, December 2008, chapter 1, p. 11.

²⁵³ *Ibid.*

²⁵⁴ Department of Finance, *One-time Funding to Provinces and Territories*, 8 October 2006, http://www.fin.gc.ca/n06/data/06-048_1-eng.asp

²⁵⁵ Department of Finance, *Affordable Housing Trust Operating Principles*, 2006.

²⁵⁶ *Ibid.*

²⁵⁷ *Ibid.*

The Committee heard from departmental officials that the three housing trusts created in 2006, for affordable housing in general, for Northern housing, and for Aboriginal housing, as one-time allocations of \$800 million, \$300 million, and \$300 million respectively.²⁵⁸

The Committee noted that some witnesses questioned whether all funds under this program were reaching their intended target.²⁵⁹

[W]ith the last round of funding in trust funds, every province is coming up with its own list of programs and experimenting with a variety of things. Sometimes they hit the mark and probably spend their money, our money, quite wisely, and in other cases not at all. Those programs are not necessarily being evaluated. There is no requirement to evaluate them. The accountability framework is not back to the federal government, it is to their own constituents.

(Sharon Chisholm, Evidence, SAST, 2nd Session, 39th Parliament, 21 November 2007)

The Committee has recommended an extension and expansion of these programs earlier in this section, and has recommendations relating to accountability in Section 6.

Supported home ownership

Home ownership has long been supported by the federal government, primarily through mortgage insurance offered by CMHC. One analyst argued that federal support, beginning as early as the 1940s, has helped maintain Canada's home ownership ratio at two-thirds. He continues:

Most of the history of the role of Canadian government housing policy and programs is therefore a history of efforts targeted at the ownership sector. There was never a policy of tenure neutrality – assisting owners and renters equally. The policy focus on ownership means that over the years, Canadian homeowners have been able to take advantage of various federal subsidy programs, such as the Assisted Home Ownership Program, the Canadian Homeownership Stimulation Plan, the Registered Homeownership Savings Plan, and the Mortgage Rate Protection Program.²⁶⁰

Policy benefits and considerations

There is a generally accepted view that ownership contributes to the stability of households and communities, better maintenance, and a higher quality of life.²⁶¹ Further, public policy is often built on the notion of a continuum with respect to shelter, from emergency shelters at one end, through transitional then rental accommodation to ownership as the best possible outcome.²⁶² Similarly, a result of a survey of households in Canada about their quality of life in towns or cities indicates that those with more education, those with higher incomes, and those who own rather than rent enjoy higher satisfaction ratings.²⁶³

At the same time, ownership is supported by the private sector, both as a way to support developers and builders, and as a way to minimize the public spending necessary to provide adequate affordable housing. For example, the Toronto Board of Trade, in its call for a national housing strategy,

²⁵⁸ Sharon Matthews, Evidence, SAST, 1st Session, 39th Parliament, 26 April 2007.

²⁵⁹ A discussion of accountability connected with intergovernmental transfers is included in Section 6.

²⁶⁰ J. David Hulchanski, *Canada's Dual Housing Policy*, p. 2.

²⁶¹ Duncan MacLennan, "Trunks, Tails and Elephants: The Economic Case for a Modern Housing Policy," p. 13; *4th Annual Demographia International Housing Affordability Survey: 2008 Ratings for Major Urban Markets*, Frontier Centre for Public Policy, 2008, p. 2; City of Toronto, *Housing Opportunities Toronto 2008-2018*, 2008, p. 6.

²⁶² For an example, see *Housing First: An Investment with a Return in Prosperity*, Report of the Alberta Affordable Housing Task Force, March 2007, p. 13.

²⁶³ "National Overview of Findings from a National Survey on the Quality of Life in Canadian Communities," A Report to Infrastructure Canada (The Cities Secretariat), 2005, p. 26.

included affordable home ownership in programs to be supported;²⁶⁴ the same was true for Alberta's recent task force report on housing and homelessness.²⁶⁵

There have been several public policy goals that have been at the centre of affordable home ownership initiatives. These include macro-economic stimulation,²⁶⁶ neighbourhood revitalization,²⁶⁷ asset-building for low-income Canadians,²⁶⁸ and increased participation of women in the labour force.²⁶⁹ There is also an apparent assumption that home ownership is a good financial investment for families, even low-income households.²⁷⁰

There are also several policy considerations that come into play when determining whether and how to allocate funds to affordable ownership programs. For example, virtually all home ownership programs are accessible only to those with incomes sufficient to sustain even cost-reduced mortgages. In general, this means these programs serve the "best-off of the worst-off," in terms of income levels.²⁷¹

Nonetheless, the Committee has heard that some of the more vulnerable groups, including Aboriginal peoples, would benefit from support for home ownership:

[W]e cannot focus only on homelessness; we have to look also at home ownership and being able to have a place so that people do not have to be as mobile. We do have people who are doing all right and who are working well and earning a decent salary. However, there are still barriers for them to be able to own a home.

(Jocelyn Formsma, Program Officer, National Association of Friendship Centres, Evidence, SAST, 1st Session, 39th Parliament, 10 May 2007)

Although every province has some sort of supported home ownership program,²⁷² some question whether it is the best use of public dollars, in terms of supporting housing affordability, because of its limited beneficiary group.²⁷³ This becomes an even more important consideration as affordable rental units are lost.

²⁶⁴ Toronto Board of Trade, "Affordable, Available, Achievable: Practical Solutions to Affordable Housing Challenges," 2003, p. 10.

²⁶⁵ *Housing First*, p. 4.

²⁶⁶ Ian Skelton, Cheryl Selig and Lawrence Deane, *Social Housing, Neighbourhood Revitalization and Community Economic Development*, Canadian Centre for Policy Alternatives, 2006, p. 4.

²⁶⁷ Ian Skelton, et. al., "Understanding Housing and Neighbourhood Dynamics: An Analysis of Housing Strategies in the Daniel McIntyre and St. Matthews Neighbourhoods, Winnipeg," Understanding Housing and Neighbourhood Dynamics project report, 2006, p. 1; and T. Williams, "Canada-Nova Scotia Affordable Housing Agreement," *Affordable Housing Handbook: Affordable Housing Programs in the Halifax area*, Halifax Regional Municipality, 2005, p. 11.

²⁶⁸ *Housing Policy and Practice in the Context of Poverty and Exclusion – Synthesis Report*, Policy Research Initiative, 2005, p. 18.

²⁶⁹ Laura C. Johnson and Allison Ruddock, "Building Capacity: Enhancing Women's Economic Participation Through Housing," *Status of Women*, 2000, p. 87.

²⁷⁰ Michael Mendelson, "Building Assets Through Housing," Caledon Institute of Social Policy and Canadian Housing and Renewal Association, 2006, p. 36.

²⁷¹ *Housing Policy and Practice in the Context of Poverty and Exclusion* p. 18.

²⁷² Yvon Chouinard and Robert Gagnon, *Inventory of provincial and territorial housing programs in Canada*, Société d'habitation du Québec, 2007, p. 12.

²⁷³ For example, see Skelton, et. al., p. 7; Hulchanski, p.3.; and Mendelson (2006), p. 7.

Further, while some models of home ownership maintain some element of affordability by attaching conditions to resale timing and price, others do not. The latter group provides affordability assistance only to the first household to purchase the unit; the former group undermines the asset-building goal by constraining any increase in equity created by market forces.

Finally, some analysts have argued that favouring ownership over rental units favours the wealthy over the poor, encourages sprawl, and abandons some urban communities. Further, one detailed assessment of the financial costs and benefits of home ownership for low-income Canadians suggests that it may not be their wisest use of resources.²⁷⁴

Models of affordable ownership

There are almost as many models for providing affordable home ownership to low- and/or moderate-income households as there are programs. Many, but not all, involve governments at the municipal, provincial and/or federal levels, along with non-profit, real estate, building, and other organizations.

While supported home ownership rarely houses people who are low-income, it often makes the difference for moderate-income earners, and deserves on-going federal support

In communities with affordable, possibly run-down housing in inner city neighbourhoods, creative partnerships have been involved in purchasing and renovating houses, often at a reduced cost, and then in supporting low-income households to secure the necessary financing to purchase these houses. In some cases, these programs have managed to undertake their work with only an initial investment, and have not required on-going subsidies. This has changed in some communities, and can be expected to change in others, as the supply of such housing is reduced.

Examples include the Housing Ownership Partnership of Winnipeg, which receives funding from four sources: Manitoba Consumer and Corporate Affairs, Winnipeg Development Agreement Home Equity Program, Winnipeg Real Estate Board, and Winnipeg Housing and Homelessness Initiative.²⁷⁵ While in the past, costs could be recovered even with an affordable price on renovated housing units (between \$89,900 and \$139,900),²⁷⁶ this has become less possible with rising prices and costs. In order to maintain affordability to moderate-income households (with incomes not exceeding \$49,999), a subsidy of approximately \$10,000 per unit is now required.²⁷⁷

A similar example is the Home Ownership Affordability Partnership in Hamilton, Ontario. In this model, volunteer realtors work with a local institution providing training in the building trades, to ensure low-cost renovations and to provide a reality-based training opportunity to students.²⁷⁸ Purchasers are social assistance recipients, and are involved in finding, redesigning and renovating their homes, offering “sweat equity” and further reducing costs, with the result of a zero-down-

²⁷⁴ Mendelson (2006), p. 36.

²⁷⁵ Skelton, et. al., p. 10.

²⁷⁶ “Affordable Housing Ownership,” <http://www.zappiagroup.com/programs.php>. Accessed 19 October 2009.

²⁷⁷ “Housing Opportunity Partnership Fund – Winnipeg, Manitoba,” Case Study of Trust Funds, Canada Mortgage and Housing, http://www.cmhc-schl.gc.ca/en/inpr/afhoce/tore/afhoid/fite/hotrifu/hotrifu_006.cfm#full. Accessed 19 October 2009.

²⁷⁸ Information about this program is drawn from “Home Ownership Affordability Partnership,” Inform Hamilton, <http://www.inform.hamilton.ca/details.asp?RSN=70820&PrintMd=on&>. Accessed 19 October 2009.

payment mortgage. Partners in this program are REALTORS Association of Hamilton-Burlington (RAHB), City of Hamilton, Scotiabank, and Threshold School of Building.

In many cities, such housing is no longer available or affordable, and affordable ownership plans involve new construction, usually in condominium or stacked townhouse developments. Again, models vary.

A new-construction-based program is also offered by the Centretown Affordable Housing Development Corporation,²⁷⁹ which is a subsidiary of the Centretown Citizens (Ottawa) Corporation. This program operates without any government subsidies, and involves cross-subsidization of a proportion of units in a new development by the sale of the other units.

Vancity Enterprises in Vancouver has created a legal mechanism referred to as a 'resale control agreement' to ensure affordability housing to initial and subsequent homeowners of the units, which Vancity Enterprises builds with community partners.²⁸⁰ The agreement between purchasers and Vancity Enterprises stipulates a initial sale and resale price of 20% below market price of a comparable unit. The owner's equity increases over time exactly at market rates, and subsequent buyers get the same affordability: purchase at 20% below market. Vancity Enterprises uses building design, location and construction combined to create units that can be initially priced at 20% below market price while still being commercial viable for the community partners.

An agreement prevents owners from renting, ensuring that units are always owner occupied, except by special arrangement. No income test is required of the purchasers. The model has been replicated by Vancity Enterprise in other locations since the completion of the first project, Verdant at Simon Fraser University.

The Affordable New Home Development Foundation in Saskatchewan, a non-profit organization, provides education and support for would-be home owners with annual household incomes of \$52,000 or less. At this income level, few affordable options are available to first-time buyers. Those in this group, which includes low-income working families with two minimum-wage jobs, face a barrier of between \$70,000 and \$100,000, which is the gap between affordable payments on a 25-year or even a 40-year amortized mortgage and the average price of an entry-level home, about \$250,000.²⁸¹ This Foundation combines mechanisms to keep entry-level pricing low and finding ways to assist first-time buyers. Education about home ownership and financing options is an important component of this assistance.

Options for Homes,²⁸² a Toronto-based non-profit organization building affordable ownership units that the Committee visited, is described below.

While recognizing the valuable contribution made by these initiatives, the Committee also heard that these programs serve a relatively small part of the population:

²⁷⁹ Information about this program is drawn from the organization's website. <http://www.cahdco.ca/>. Accessed 19 October 2009.

²⁸⁰ Dan Paris, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 5 June 2008.

²⁸¹ Keith Hanson, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 5, June 2008,

²⁸² Information about this program is drawn from Options for Homes, *The Key to Home Ownership for Everyone: Frequently Asked Questions* 2002 and Sarah Barmak, "Affordable Housing: Making ownership an option" *Toronto Star*, 15 March 2008. <http://www.thestar.com/article/339512>. Accessed 19 October 2009.

The Government of Canada, through the Canada Mortgage and Housing Corporation, has different programs to assist those in need of decent, affordable housing. However, it becomes clear that when we consider the income level they must meet to qualify for assistance, they simply cannot afford to own a home.

(Clifford Lee, Mayor, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 18 August 2008)

The Committee commends the federal government for including affordable home ownership for low- and moderate-income households as an approach that can be funded under housing agreements with provinces. Further, the Committee believes that these models may be of benefit in other communities, and may be worthy of federal support for replication. A more detailed recommendation is provided in the final section of this report.

Housing allowances

Some witnesses have suggested that housing allowances, currently provided in some provinces, are an effective mechanism for increasing the affordability of rental housing. In particular, the Committee has learned that subsidies paid to individuals, based on income and real housing costs, is more effective and less expensive than subsidies negotiated to landlords.²⁸³ These allowances are also a quick solution to a problem:

Rent subsidies paid to individuals are the quickest way to make housing affordable, especially in communities with low vacancy rates

[I]nterventions can be made that are quicker [than building new housing]. For instance, one thing we have been piloting in Toronto over the last number of years is a housing allowance where a household that is paying over 50% of its income on housing would be eligible for rental assistance... [A] housing allowance recognizes that while the person may have a housing issue, he or she also has an income problem and that can be addressed. In the short term, where you have housing markets with vacancy rates, housing allowances can be quite effective.

(Sean Gadon, Evidence, SAST, 2nd Session, 39th Parliament, 6 March 2008)

However, the Committee has heard that simply increasing rental allowances or subsidies paid to individuals outside the social assistance programs is not a simple solution:

If you increase the rental amount that you provide, the rents all go up to that amount as the minimum rate, and then other people living in poverty, the working poor, can end up having to pay more for their rent. It is a difficult problem for provincial governments to tackle.

(Aisling Gogan, Director, Poverty Reduction Strategy, Newfoundland and Labrador Department of Human Resources, Labour and Employment, Evidence, SAST, 1st Session, 39th Parliament, 17 June 2007)

Among those supporting portable housing allowances that go to individuals is the Canadian Federation of Apartment Associations, which describes this concern as a myth, pointing to British Columbia, Manitoba and Quebec where such programs have existed as having avoided inflating rents “either for recipients or for the housing market as a whole.”²⁸⁴

²⁸³ Marion Steeles (2009), p. 5.

²⁸⁴ Canadian Federation of Apartment Associations, “Portable Housing Allowances – Facts and Recommendations,” September 2008, p. 3. http://www.cfaa-fcapi.org/pdf/CFAA_Portable_housing_allowances_facts_0809.pdf. Accessed 27 August 2009.

Recommendation 43

The Committee supports the use of rent supplements to provide faster access to affordable housing and recommends that the federal government, with provincial housing authorities, private landlords' associations and non-profit housing providers, assess the impact of portable housing allowances on rents.

Housing strategies

During the life of the Affordable Housing Initiative, many provincial governments have initiated provincial strategies with respect to housing. These strategies, combined with more local approaches, have been described in more detail in Appendix 4 to this report.

Many witnesses before the Committee have called for a national housing strategy,²⁸⁵ to be combined with a homelessness strategy, or to stand alone. While there have been varying components recommended for such a strategy, an inclusive description was offered by one witness:

[T]here is a role for the federal government, not just in providing money for five years and then go away. We are hoping it will be a partnership between all levels of government. It must come at the leadership of the federal government because this is a country-wide issue.

Mayor Anne Marie deCicco-Best

*A National Housing Strategy which focuses on a continuum of housing options from social housing to affordable home ownership will help families build for their futures while ensuring prospering communities.*²⁸⁶

The Federation of Canadian Municipalities and several of its member cities have appeared before the Committee, presenting a detailed proposal with respect to the federal role in housing, including the development of a national housing strategy. In testimony before the Committee, an FCM representative was clear in her call for federal leadership over time:

[T]here is a role for the federal government, not just in providing money for five years and then go away. We are hoping it will be a partnership between all levels of government. It must come at the leadership of the federal government because this is a country-wide issue.

(Mayor Anne Marie deCicco-Best, Mayor of London, Ontario, representing Big Cities Mayors' Caucus, FCM, Evidence, SAST, 2nd Session, 39th Parliament, 6 March 2009)

The Committee also heard, in testimony and during site visits, of the urgent need for a focus on affordable housing for urban Aboriginal populations. Several witnesses recommended a specific Aboriginal housing strategy, connected to or independent of a broader national housing strategy.²⁸⁷

The Committee recommends a national housing and homelessness strategy, with collaboration with all partners and a special focus on urban Aboriginal housing needs.

²⁸⁵ Examples include Anna Hunter, Evidence, SAST, 1st Session, 39th Parliament, 13 June 2007; Jan Donio, Evidence, SAST, 1st Session, 39th Parliament, 14 June 2007.

²⁸⁶ Hamilton Roundtable for Poverty Reduction, "A National Poverty Reduction Strategy: Presentation to the Subcommittee on Cities", 2nd Session, 39th Parliament, 3 June 2009, p. 5.

²⁸⁷ Miloon Kothari, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 8 May 2008; Verna Pawis Tabobondung, Evidence, SAST, 1st Session, 39th Parliament, 10 May 2007.

Such a strategy could dove-tail with another proposal put before the Committee: that the federal government pool the funds it currently devotes to housing, including RRAP and homelessness (addressed in greater detail in the next section):

We are suggesting that a comprehensive and coordinated housing program is required that pools the federal resources and resources from other partners. We suggest that there be a single proposal call every year that invites proposals to address the full range of housing need and opportunity — homeless services, renovation, capital projects, et cetera.

(Jill Davidson, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 28 May 2009)

Recommendation 44

The Committee recommends that the federal government, in collaboration with provincial governments, representatives of municipal governments, First Nation organizations, and other housing providers, develop a national housing and homelessness strategy to include:

- **priorities established by and for each provincial and territory with respect to meeting existing needs for affordable and secure housing;**
- **a 10-year commitment of funds from the federal government, to include similar commitments from provincial and territorial governments that will receive these funds;**
- **annual reporting on how the money is being spent, with particular attention to the number of people housed who could not afford to secure housing in the private market;**
- **a specific focus, with targets and funding commitments, with respect to meeting the needs for affordable housing for urban Aboriginal peoples;**
- **a simpler, more integrated application process for funds, cutting across programs related to housing funded at the federal level;**
- **the integration of the Homelessness Partnering Initiative, with an expanded mandate and budget to support combined local housing and homelessness plans and the initiatives identified in them; and**
- **a thorough evaluation at the end of the 10-year period to assess achievements and continuing gaps.**

Additional detailed recommendations with respect to homelessness are provided in the next section of this report.

Community responses

The Committee was particularly interested in housing options for people living in low income. As discussed earlier, community responses have the unique capacity to meet people where they are, offering a program or service tailor-made to individual needs. Subcommittee members were privileged to visit a variety of housing options for people living in low income. The Subcommittee members heard in these site visits, as they had in testimony, that housing is not affordable for those living in low income, especially those on social assistance. In the absence of the national housing and homelessness strategy recommended above, community responses are finding ways to fill in the gaps in the affordable housing market.

Subcommittee members conducted site visits to the following housing providers, each in their own way offering community-based options for affordable housing:

- Regent Park Revitalization,²⁸⁸ Toronto, Ontario
- Gabriel House Corporation, Regina, Saskatchewan
- Supportive Housing for Young Mothers,²⁸⁹ Halifax Nova, Scotia
- Options for Homes,²⁹⁰ Toronto, Ontario

Housing as a starting place

The Committee has heard that housing is often the best starting place, the base from which individuals can access the other services to escape disadvantage. This is certainly the case for the women who have found a home at the Supportive Housing for Young Mothers in Halifax, Nova Scotia. During the visit, Subcommittee members spoke with the women who live in this renovated school building: they were all teenage mothers who did not have adequate family support, many of whom have escaped abusive relationships. Housing with on-site support, including self-defined programs and regular community engagement gives the teen mothers confidence as people, as adults and as parents. They can stay for up to two years in this environment; this base helps them get stability in their lives and prepares them for the next stage into independence.

Social Housing

The Subcommittee visited Canada's oldest and largest publicly funded community: Regent Park in the eastern downtown area of Toronto. The community is in the midst of a complete revitalization. At the end of the 12-year project there will be little remaining of the 60-year-old neighbourhood, except the outer boundaries. That is a good thing as far as the residents are concerned. Committee members heard that what was conceived of as a 'garden city' became the cause of community isolation, as the large park areas became 'no man's land' home to drug deals, gang activity and crime.

The new Regent Park blends rather than isolates, on all levels, including mixed incomes among residents, commercial space combined with housing, and modern architecture alongside recreational space. Regent Park may become the new model for social housing in Canada; it certainly has already modernized the funding mechanisms for social housing projects, involving a variety of partners including private and commercial interests. The residents, although likely to be temporarily relocated during the construction, were convinced of the improvements the revitalization project would make to the neighbourhood. They reported that already youth and adults alike were more hopeful about the future.

Expiry of Operating Grants

As operating agreements for non-profit housing begin to expire, the Committee has heard that long-term affordability will be difficult to preserve. This is expected to be particularly acute for affordable housing stock in the urban Aboriginal portfolio. That message was heard by Subcommittee members during a site visit to Gabriel House in Regina. Gabriel Housing Corporation, a non-profit collaboration of six Métis groups in Saskatchewan, currently owns and operates 303 housing units. It is in part the operating grants that allow the organization to offer units for lower than market level rents. That will become more challenging as the subsidies expire. At the moment the difference between market rent and the rent charged by Gabriel Housing is as much as \$200 for some units. Affordability is not the only thing that this community-based organization delivers; one of its

²⁸⁸ Regent Park, Toronto Community Housing <http://www.torontohousing.ca/regentpark>. Accessed 24 August 2009.

²⁸⁹ Supportive Housing for Young Mothers <http://www.shym.ca/>. Accessed 7 August 2009.

²⁹⁰ Options for Homes <http://www.optionsforhomes.ca/>. Accessed 24 August 2009.

projects provides transitional housing for homeless women. As a community-based organization, Gabriel Housing can provide access to housing that is free from the discrimination that is faced by urban Aboriginal peoples from some private landlords.

Affordable Home Ownership

As described above and noted earlier in this report, there are a number of models for affordable home ownership. In Toronto, the Options for Homes model visited by Subcommittee members offers a ‘no frills’ approach to building design and location that helps to keep the initial purchase price lower than comparable units provided by other developers. While the units are affordable primarily to those who are ‘the best-off of the worst-off,’ they offer an opportunity for asset building to moderate income earners. Options for Homes management works with individual buyers in exploring all financing and funding options that might make the home affordable. The shared-equity second mortgage, financed through an Options for Homes affiliate is available to every buyer. Options for Homes is a not-for-profit corporation and functions as a private housing developer without government funding. However Committee members were encouraged by Options for Homes staff to recommend that federal policy instruments be used to make home ownership affordable for low-income people.

Section 4 – Homelessness

The most visible sign of the failure of our income security and housing systems and programs to meet the basic needs of individuals and families is homelessness. By definition, homelessness is difficult to measure, but witness after witness reported increases in demand for shelters and food banks, even among those who are employed.

As described by one witness, homelessness is not just a problem of failed public policies and programs: it is also “a bone-crushing, right-to-the-core experience of loss of all of those things that we value and believe to be so near and dear to us.”²⁹¹ A significant contributor to homelessness, as described in the previous section of this report, is the lack of affordable and secure housing in virtually every city in Canada. The Committee has learned, however, that there are other factors, particularly among those who are homeless over a long period of time, or several times, with only intermittent periods of being housed.

As described by one government witness before the Committee, homelessness in Canada has changed, and is more wide-reaching than before:

A range of social and economic factors contribute to multiple barriers and homelessness from marginalized populations, including persons with mental and physical disabilities, youth at risk, seniors, single parents, new immigrants and Aboriginal persons. The previous stereotype of the single, middle-aged man homeless on the street is an old stereotype. It is not only multi-faceted, it affects all aspects of our Canadian population.

(Bayla Kolk, Evidence, SAST, 1st Session, 39th Parliament, 26 April 2007)

4.1 Persistent problems

*It is our collective duty to apply rigorous critical analysis and action in an effort to bring about the changes needed to usher in a new world where homelessness is no longer a lived reality; any less in a country so rich is tantamount to failure.*²⁹²

Cost of homelessness

People should be pushed to do something simply out of humanity, but if you want to talk about money, it costs \$48,000 a year to leave someone on the street. It costs \$28,000 a year to house them. That argument has been around for a long time. It does not seem to make any difference.

(Kim Kerr, Evidence, Executive Director, Downtown Eastside Residents Association, Vancouver, Evidence, SAST, 1st Session, 39th Parliament, 13 June 2007)

In addition to a compelling moral argument, the economic arguments with respect to homelessness are even more persuasive. A rough estimate suggests Canadians are spending about \$1-billion a year in taxes to deal with the homelessness crisis.²⁹³ In part, these costs reflect the complexity of the lives

²⁹¹ Tim Crooks, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007.

²⁹² Marc Spooner, “Taking Stock, Taking Action 2009: Select Passages,” Submission to the Subcommittee on Cities, 2nd Session, 40th Parliament, July 2009, p. 2.

²⁹³ “No Way Home,” Fifth Estate, CBC, March 2004. http://www.cbc.ca/fifth/main_nowayhome_cost.html. Accessed 24 February 2009.

of people who are homeless, intertwining health, social and family circumstances often contributing to a cycle of homelessness.

Making the economic argument for reducing or eliminating homelessness has focussed more on the relative costs of the status quo on the one hand, and the alternatives on the other. Although homelessness and poverty are almost always linked, most analysis with respect to homeless has compared the costs of providing emergency shelter and perhaps other homelessness-related services with the costs of other housing alternatives, including those that provide supports to people who are in need of more than housing. Others have looked only at non-housing costs associated with homelessness.

In addition to analyses provided to the Committee by shelter providers themselves, more scholarly analyses have also been done in Canada. In 2001, the British Columbia government commissioned a series of studies on homelessness, focussed on causes and effects. One of these studies reported on costs, based on case studies of people who were homeless at the time of the study, and those who had been homeless and were housed at the time of the study; for these individuals, the researchers considered use of a variety of services: health care, social services, criminal justice, and compared costs for study cases who were homeless with those for study cases who were housed.²⁹⁴

The study concluded, based on the experience of study participants, that costs for services for those who were homeless at the time of the study was 33% higher than for those who had been homeless but were then housed.²⁹⁵ The study also considered the shelter and housing costs for the two groups, and compared them. The study concluded:

When combined, the service and shelter costs of the homeless people in this study ranged from \$30,000 to \$40,000 on average per person for one year (including the costs of staying in an emergency shelter). The combined costs of services and housing for the housed individuals ranged from \$22,000 to \$28,000 per person per year, assuming they stayed in supportive housing.²⁹⁶

These results are represented graphically below. The author concluded:

“Focusing on reducing the use of costly government funded health care, criminal justice and social services through the provision of supportive housing for homeless people makes good sense from financial perspective.”²⁹⁷

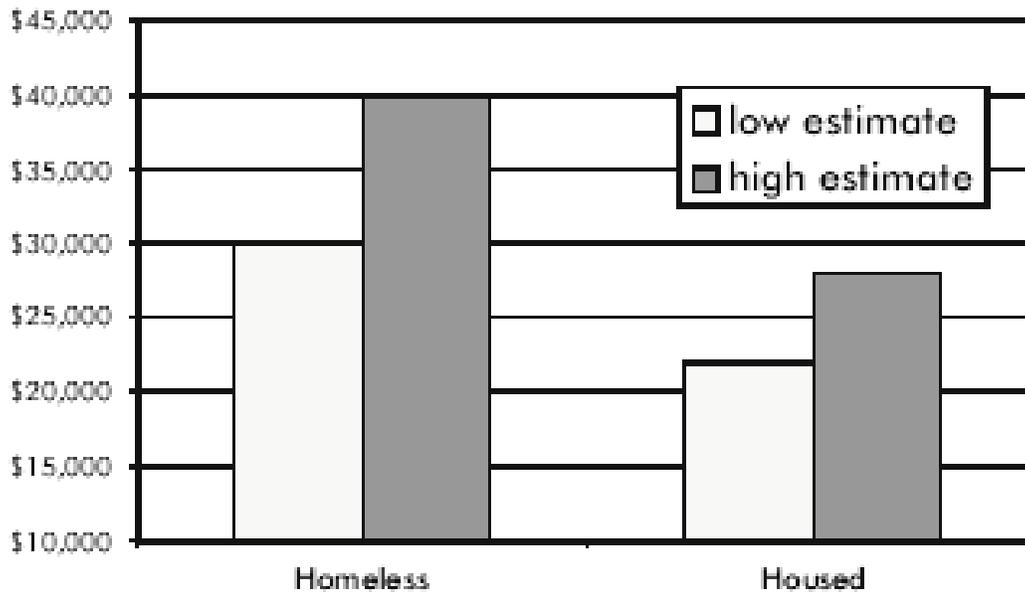
²⁹⁴ Margaret Eberle, et. al., *Homelessness: causes & effects - The Costs of Homelessness in British Columbia*, Volume 3, BC Ministry of Housing, 2001, p. 2. <http://www.housing.gov.bc.ca/housing/docs/Vol3.pdf>. Accessed 19 October 2009.

²⁹⁵ Ibid.

²⁹⁶ Ibid.

²⁹⁷ Ibid., p. 40.

Figure 10 - Cost of homelessness versus cost of housing²⁹⁸



These per-capita costs have recently been applied to a National Homelessness Initiative estimation of 150,000 homeless in Canada, to arrive at a national cost of between \$4.5 and \$6 billion annually.²⁹⁹

A more recent BC study focussed on costs associated with the status quo for people with severe addiction and/or mental illness (SAMI), and the costs of an alternative approach. Extrapolating from calculations from other studies, this document considered the status quo costs based on costs of capital construction of facilities, operating costs for the provision of housing and residential support, and the costs of other social services “including health care, criminal justice (corrections institutions), and social services that are known to be affected by housing tenure.”³⁰⁰ The costs for the “ideal” alternative were also developed for comparison purposes.

This study, like many of the others cited in this paper, provides very detailed information about the calculations. As a final result, however, the study reported that the net cost of remaining with the status quo, compared to the costs of implementing the ideal configuration, was \$694.5 million annually for the absolutely homeless population. For the “at imminent risk” among British Columbians with severe addiction and/or mental illness, the net cost of the status quo over the proposed alternative is \$384.3 million per year.³⁰¹

²⁹⁸ Ibid., p. 39.

²⁹⁹ Gordon Laird, 2007, p. 84.

³⁰⁰ Michelle Patterson and Julian Somers, *Housing and Support for Adults with Severe Addictions and/or Mental Illness in British Columbia*, Centre for Applied Research in *Mental Health & Addiction*, October 2007, p. 75. http://www.health.gov.bc.ca/library/publications/year/2007/Housing_Support_for_MHA_Adults.pdf. Accessed 19 October 2009.

³⁰¹ Ibid.

Recently, the province of Alberta has produced an affordable housing plan, and both Calgary and Edmonton have produced plans to eliminate or reduce homelessness in approximately 10 years. Research on costs predated these developments by several years.

In 2003, a paper outlining “societal costs” of homelessness in Calgary and Edmonton was released.³⁰² It based the costs of providing services based on survey results from 68 agencies providing services to homeless individuals and families. The study also calculated the capital costs of emergency shelter provision, based on then-recent data. Finally, the researchers estimated costs avoided, in the absence of homelessness, with respect to ancillary services, including health and criminal justice services. The researchers extrapolated from these costs a national annual cost of \$1.4 billion.³⁰³

Based on these data, and other US research, both Edmonton and Calgary issued plans with extrapolated costs. The Edmonton plan focussed more on costs, reporting the following:

- To provide emergency shelters for just 40% of the homeless population (as we do now), the cost of shelters alone would be more than \$54 million per year by 2018. By comparison, the Edmonton Committee to End Homelessness estimates operating costs of \$90 million in 2018 to implement the 10-year plan.
- Shelters comprise just a fraction of the overall cost of homelessness, which includes frequent emergency room visits and ambulance trips, longer hospital stays, and police, court and incarceration costs.
- According to Alberta Health Services, health-care costs related to homelessness were \$33 million in 2008. Ambulance costs were \$4.7 million.³⁰⁴

In recent years, several cities have issued “report cards” and other analyses considering the current costs of sheltering or housing people who are homeless, sometimes compared to alternative approaches.

The following chart provides costs of various kinds of shelter and housing, from single-family apartments through group homes, detox, and prisons, in four Canadian cities: Halifax, Montreal, Toronto and Vancouver.³⁰⁵ It captures in one over-arching analysis the relative costs (and therefore savings) of each kind of shelter or housing, and demonstrates that prisons, psychiatric hospitals and emergency shelters are many times more costly than rental housing.

In Canada’s major cities, daily per-person costs for psychiatric hospital stays and even emergency shelters are many times more costly (in money terms alone) than the per-day per-person costs for permanent housing, even with supports.

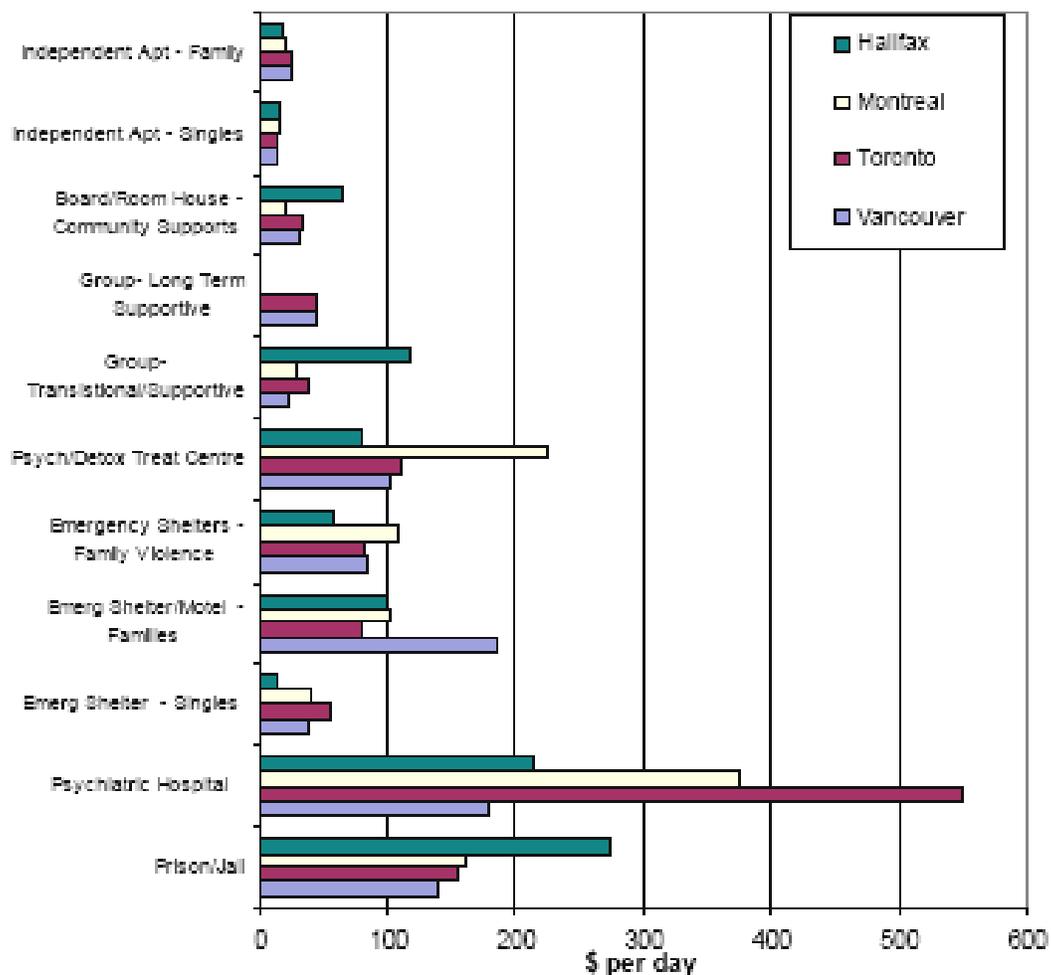
³⁰² “Societal Cost of Homelessness,” released for Edmonton Joint Planning Committee on Housing and the Calgary Homeless Foundation, 2003.

³⁰³ *Ibid.*, p. iii.

³⁰⁴ *Ibid.*

³⁰⁵ Steve Pomeroy, “The Cost of Homelessness: Analysis of Alternate Responses in Four Canadian Cities,” National Secretariat on Homelessness, 2005, p. 19.

Figure 11 - Typical daily cost of various forms of shelter and housing



Similar, more specific studies of Waterloo³⁰⁶ and Ottawa, Ontario³⁰⁷ and Halifax, Nova Scotia,³⁰⁸ demonstrate comparable result.

The Committee also heard testimony that homeless individuals are more likely to use hospital services, including in-patient and emergency services, than others in Canada.³⁰⁹ In addition, the Committee heard testimony that not only would shelter costs be reduced, but additional benefits would accrue that would both save public funds and increase the quality of life for individuals and communities:

We could have a national housing program that would virtually eliminate homelessness. We could do that by building more places for people to live. That is an example of the case of housing — how providing adequate housing for people

³⁰⁶ Steve Pomeroy, "Pro-Active Versus Reactive Responses: The Business Case for a Housing Based Approach to Reduce Homelessness in the Region of Waterloo," Region of Waterloo, September 2007.

³⁰⁷ Steve Pomeroy and Brodie Berrigan, "Costs of Responding to Homelessness in Ottawa: Pro-Active versus Reactive Responses," City of Ottawa, October 2007.

³⁰⁸ Frank Palermo, et. al., "The Cost of Homelessness and the Value of Investment in Housing Support Services in the Halifax Regional Municipality," Cities & Environment Unit of Dalhousie University, June 2006.

³⁰⁹ Elizabeth Votta, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007.

could create savings in other areas. It would also create opportunities for cities to enhance the quality of life that all of their residents enjoy.

(Frances Abele, Professor, School of Public Policy and Administration, Carleton University, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 April 2009)

As with the cost of poverty, the Committee was also reminded that communicating how investments in homelessness elimination would result in savings is important:

It should not be an insurmountable task to convince the public that failing to allocate resources to homelessness carries a far greater price, over the long term, than the cost of positive intervention over the short and medium terms.³¹⁰

Government programs investing in homelessness have been in existence for more than 10 years, but have been extended for periods of two to three years each time. The Committee believes this funding has been critical to understanding and working toward the elimination of homelessness across Canada, and believes that a longer term commitment is needed to offer communities the stable resources they need to reduce and work toward eliminating homelessness.

Recommendation 45

The Committee recommends that federal funding focussed on homelessness be sustained until a combined strategy on housing and homelessness is developed to guide federal investment.

Health and homelessness

While many individuals and families are homeless as a result of sudden and perhaps temporary drops in income or other circumstances, the Committee recognizes that many of Canada's homeless have more persistent problems that go beyond simple income inadequacy.

Income inadequacy is just one contributing factor to persistent homelessness. Others include mental health and addiction issues.

With the widespread closure of psychiatric institutions in Canada, many people with mental health issues were released into communities that were not resourced to meet their needs. This was commonly referred to as de-institutionalization. Now, several decades later, many people who would have been institutionalized are in homeless shelters and on the streets in communities, large and small, across Canada.

As individuals are released from psychiatric wards, even today, they move from hospital to streets and shelters. Canadian scholars have noted that "even well-run shelters are not appropriate places for recovery from mental illnesses."³¹¹

There is compelling research that people who are homeless need health treatment more frequently, as lack of access to preventive health services, nutritious food, and warm and safe accommodation often compromises their physical health. As even middle-class Canadians can have to search for

³¹⁰ Mark Spooner, p. 11.

³¹¹ Forchuk, C, et. al., "From psychiatric ward to the streets and shelters," *Journal of Psychiatric and Mental Health Nursing* 13 (3), 301–308, p. 301.

primary care physicians in some Canadian cities, for people who are homeless, such a resource is usually not available.³¹²

Witnesses before the Committee and clients of agencies Committee members visited identified health issues – especially mental health and addiction issues — as significant factors among those who are persistently homeless in Canadian cities. Local research in Ottawa also identified that while adults with children, mostly women, were likely to be homeless for economic reasons, a larger proportion of unattached women were likely to be homeless as a result of complex physical and mental health issues, while unattached men were more likely to be coping with addiction issues.³¹³ In more general terms, the correlation between homelessness and these health and addiction issues is evident:

Compared to the general population, various Canadian studies show higher prevalence levels of alcohol and substance abuse disorders, depressive disorders, psychotic disorders such as schizophrenia, and both suicidal thoughts and attempts among the homeless.

(Elizabeth Votta, Program Lead, Reports and Analysis, Canadian Population Health Initiative, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007)

Witnesses from Statistics Canada provided new analyses that demonstrate that people living in shelters have significantly shorter life expectancies, even compared to people in the bottom quintile of income distribution who are housed.³¹⁴ There is a six-year difference in life expectancy between men who are homeless and those in the bottom quintile, which increases to a 13-year difference between homeless men and those in the top quintile of income distribution. The comparable differences for women are smaller, but still pronounced: four years and nine years respectively.³¹⁵

Poorer health outcomes and shorter life expectancies are associated with homelessness, regardless of which comes first: homelessness or illness.

The Committee also had the opportunity to visit shelters and to hear from staff at shelters and health services within them. Several of the programs intended to support people, either on the streets, or in more permanent housing have been included in Appendix 3, focussing on promising practices.

One of the lines of exploration for the Committee was trying to determine the interrelationship between health problems (including mental health) and homelessness: which came first? A recent study released by Canadian Population Health Initiative identified gaps in knowledge about the causal relationships among mental health, mental illness and homelessness, having described how mental illness and homelessness could be cause or affect of the other. Interviews with 300 homeless youth in the US, Australia and Canada identified that one-quarter of the youth became homeless because of drug use, while one-quarter began using drugs after they became homeless.³¹⁶

³¹² Rebekah Peters, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007.

³¹³ Fran Klodawsky, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 4 June 2008.

³¹⁴ Russell Wilkins and Jillian Oderkirk, Submission to the Subcommittee on Cities, 2nd Session, 40th Parliament, 18 June 2009.

³¹⁵ Ibid.

³¹⁶ Mallett, Shelly, et. al. "Young people, drug use and family conflict: Pathways into homelessness," *Journal of Adolescence*, Volume 28, Issue 2, April 2005, pp. 185-199.

American studies have gone further, and suggested that symptoms of mental illness may be an effect of homelessness, rather than a cause. Similarly, US studies demonstrate that 30% of homeless participants in the research project had increased drug use after becoming homeless, suggesting substance abuse may also be an effect rather than a cause of homelessness.

Witnesses have also been hesitant to reach hard and fast conclusions:

The relationship between mental health and homelessness is complex. However, while it is not always clear what comes first, it is clear that many factors that affect patterns of health are also linked to determinants of homelessness. People with severe mental illness may experience limited housing, employment and income options. People who are homeless tend to report higher stress, lower self-worth, less social support and less effective coping strategies.

(Elizabeth Votta, SAST, 2nd Session, 39th Parliament, 6 December 2007)

What is clear to the Committee, however, is that health services provided to people who are homeless can be remarkably effective as prevention strategies, and that supports are an important part of the housing solution for people facing these physical and mental health challenges. The Committee commends the federal government for its investment in the Mental Health Commission and the pilot projects that will provide funding for and develop knowledge about effective supports for people who are mentally ill and homelessness. However, the Committee notes that there is no similar funding stream for agencies and communities to respond to the physical health needs of people who are homeless.

Federal support for community planning is a widely supported approach to reducing homelessness in Canadian cities.

Recommendation 46

The Committee recommends that the federal government, with provincial and territorial governments and health researchers across Canada, provide funding for physical health services for people who are homeless.

4.2 Promising practices

National Homelessness Initiative/Homelessness Partnering Strategy

The Government of Canada's National Homelessness Initiative and Homelessness Partnering Strategy have been widely praised and held up as a model for how the federal government can work with all stakeholders to tackle a problem in its local peculiarities. Most witnesses who addressed either homelessness in particular or approaches to local issues more generally flagged these programs as examples to be sustained and replicated in other areas.

The balance between national and community roles is very interesting, and we do have a program now through the Homelessness Partnering Strategy, which replaces the National Homelessness Initiative. One of the excellent things about that program was that it put in place a community process. Communities across the country were forced to get together and decide how to tackle homelessness in their community.

(Deborah Kraus, Housing Policy and Research Consultant, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007)

Where we have seen a bit of a difference is around the national Homelessness Partnering Strategy, where there has been flexibility for local communities to help design what the community requires. There is some challenge around the shortness of that funding option, but it has allowed government, citizens, service providers and the development

community in Hamilton to come together and identify strategies for that whole continuum of social housing that is effective and relevant to our community. That is the type of solution we are looking for.

(Liz Weaver, Director, Hamilton Roundtable for Poverty Reduction, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 June 2009)

The Committee has been aware of the US Interagency Council on Homelessness, and its effectiveness in mobilizing community engagement and in coordinating activity across 20 federal agencies, and other national stakeholders. The Committee has also heard that the Homelessness Partnering Strategy (HPS) has played this role with greater or lesser authority, and is well positioned to play such a role formally in Canada.

The HPS is great framework. It is already in 61 communities. Relationships have been established with entities that are leaders at the local level. It is a great way to leverage and build on those relationships. You should definitely support the coordinating body across ministries.

(Alina Tanasescu, Manager of Research and Public Policy, Calgary Homeless Foundation, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009)

Recommendation 47

The Committee recommends that the Homelessness Partnering Strategy be expanded to play a greater coordinating role within the federal government, engaging all departments and agencies with a mandate that includes housing and homelessness, especially for those groups over-represented among those in need.

Homelessness Plans

One of the things that SCPI or the Homelessness Partnering Strategy has done is to bring players to the table that were not involved before. If you look at some of the homelessness tables around the country, foundations and private-sector people are involved. Local governments are definitely on board.

(Margaret Eberle, Housing Policy Consultant, Eberle Planning and Research, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009)

Building on the work begun in the development of plans under the National Homelessness Initiative, some communities have developed broader plans, focused on current resources and directing new ones strategically toward the elimination of homelessness. Also as noted above, these strategies often use a “housing first” approach, which necessarily means that homelessness plans and housing plans become one and the same. More detailed information on these strategies is provided in Appendix 4.

Both the work of these initiatives and the success of the US Interagency Council on Homelessness have inspired the Committee, and provide evidence that 10-year plans, developed with support from all sectors including government, are a strong contributor to local results.

Recommendation 48

The Committee recommends that the federal government provide financial incentives to encourage communities already supported through the Homelessness Partnering Strategy to use a 10-year time horizon in adjusting and renewing their community plans.

The Committee heard from local housing officials of the value of bringing the homelessness stakeholders together, and proposed that this approach could be expanded to address housing and

homelessly in a more integrated way.³¹⁷ As noted in Appendix 4, which describes local housing and homelessness strategies, many cities have introduced both; however, only the homelessness plan would need to include other stakeholders in order to receive funding.

The Committee supports integrated approaches and engaging all appropriate stakeholders in the development and implementation of any local plans, having seen evidence of the success that can result. A recommendation to this effect has been included in the proposed national housing and homelessness strategy, in the previous section of this report.

Housing First

[Housing] practitioners used to think that clients had to be clean and sober before getting housing. The result was that many clients became homeless. Some agencies came to believe that housing needs to come first — before treatment or regardless of treatment. This is the essence of housing first. Housing First is defined as the direct provision of permanent housing to people who are homeless. But it is not just housing. Central to this idea is that clients will receive the services they need and want.

(Deborah Kraus, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007)

The Committee has heard of the evolution of approaches to homelessness from one of a continuum of housing, which would provide transition stages between homelessness and permanent housing, sometimes including detoxification or medical treatment for mental health problems, to the current practice of “housing first.” This approach is based on the understanding that secure housing is the most important foundation on which other stabilizing activities can be based.

Housing first – moving people from the street into secure affordable housing before addressing other issues they may have – has proven to be highly effective.

Witnesses and agency staff during site visits have emphasized the importance of “starting where people are,” and supporting them there, rather than requiring changes in health or addiction status as prerequisites to housing and related supports. A submission from one expert described housing first as a human rights-based approach,³¹⁸ while another expert on mental health and homelessness testified of the effectiveness of this approach:

Research shows that some housing programs, such as those with a housing first approach, are effective at helping the homeless achieve stable housing. Housing First approaches provide clients with housing first and then any necessary training or treatment they may require, on a voluntary basis.

(Elizabeth Votta, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007)

At a more local level, the Committee heard of the great success of housing first initiatives:

At the end of that [Halifax] study, the estimate was that there is a 40%, on average, cost saving from a housing First strategy that provides supportive housing as opposed to the absence of that and trying to deal with it through our traditional mechanisms.

(Tim Crooks, Executive Director, Phoenix Youth Programs, Halifax, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007)

³¹⁷ Sean Gaden and Jill Davidson, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 28 May 2009.

³¹⁸ Marc Spooner, “Taking Stock, Taking Action 2009: Selected Passages,” Submission, SAST, 29 July 2009, p. 5.

The Committee commends the federal government for encouraging a “housing first” approach in its recent extension to funding programs on homelessness, and recognizes the need for a continued investment.

Recommendation 49

The Committee recommends that the federal government continue to provide direct funding for and continued support of related research and knowledge dissemination about a “housing first” approach to eliminating homelessness.

Community responses

The Subcommittee has heard about the prevalence, the costs and the complex relationship of mental health, addictions and homelessness. The organizations and the people that we met during site visits were living this reality. As noted above, the Committee heard evidence that people who are homeless, particularly those who are persistently homeless, are more likely to be suffering from mental health or addiction abuse disorders. Subcommittee members were privileged to have discussions with the staff, volunteers and clients at homeless shelters, shelters that play a vital role in modifying the risks of homelessness.

Communities have responded to people who are homeless with a wide range of programs, each responding to the needs of a particular population, including youth and people with mental health issues.

Subcommittee members saw, during site visits, that there was a lot more offered than simple shelter. Services were sometimes targeted at a specific group or were otherwise focused, but in all cases it was the depth and breadth of service that impressed us. Subcommittee members participated in fact-finding site visits to these organizations that serve the homeless:

- Housing Support Centre, Metro Non-Profit Housing Association³¹⁹ - Halifax, Nova Scotia
- Lookout Emergency Aid Society³²⁰ - Vancouver, British Columbia.
- Boyle Street Community Services Co-op³²¹ - Edmonton, Alberta
- Sage House³²² - Winnipeg, Manitoba
- Building Futures³²³ - Winnipeg, Manitoba
- L’Abri en Ville³²⁴ - Montreal, Quebec
- Youth Emergency Shelter Society³²⁵ - Edmonton, Alberta
- Avenue 15 and RADAR³²⁶ - Calgary, Alberta
- WoodGreen Community Services, Homeward Bound Program³²⁷ - Toronto, Ontario

³¹⁹ Metro Non-Profit Housing Association, Housing Support Centre

http://www3.ns.sympatico.ca/mnpha/support_centre.html. Accessed 10 August 2009.

³²⁰ Lookout Emergency Aid Society <http://www.lookoutsociety.bc.ca/>. Accessed 6 August 2009.

³²¹ Boyle Street Community Services Co-op <http://icaf.ca/boylestcoop.html>. Accessed 6 July 2009.

³²² Sage House, a program of Mount Carmel Clinic, <http://www.mountcarmel.ca/>. Accessed 6 August 2009.

³²³ Siloam Mission, Building Futures program http://www.siloam.ca/building_futures.html. Accessed 7 August 2009.

³²⁴ L’Abri en Ville <http://www.labrienville.org/homepage.html>. Accessed 24 August 2009.

³²⁵ Youth Emergency Shelter Society <http://www.yess.org/cgi-bin/news/news.pl>. Accessed 28 August 2009.

³²⁶ Boys and Girls Club of Calgary <http://www.boysandgirlsclubsofcalgary.ca/programs/shelter-and-outreach/avenue-15.html>. Accessed 28 August 2009.

In all locations, we were told stories of lives that included mental health problems, addictions, physical challenges and incarceration, frequently all combined in one life story. The attachment of these individuals to the organization appeared to be based in the sense of safety once inside the shelter doors. Such security would appear to have been rare in their lives; gaining access to space in the shelter was highly valued. These shelters offered space to everyone coming through their doors. People were greeted as they were.

A staff member at one shelter described their services as going beyond ‘three hots and a cot’, referring to basic food and shelter, to offer ‘three hots and a cot’ *plus*. The plus, in the opinion of the commentator, could be any other service that helped to make a personal connection in the context of the mental and physical health issues faced by homeless people. The connection could significantly reduce dire outcomes for the persistently homeless.³²⁸ The kind of services that we saw included connection to addictions counselling, housing including transitional or supportive housing, access to mental health or social workers, or participation in addiction harm prevention programs.

Emergency Shelters

Some shelters visited offered assistance and support to those who continued to live homeless, while others offered more stable living arrangements to people transitioning from homelessness to housing, often with support. This made it possible for a homeless person to establish a connection with the organization while still homeless and then get support from the same people during a transition.

Lookout Emergency Aid Society is located in the downtown eastside of Vancouver. The shelter began over 25 years ago with the thought that service would be needed only temporarily. Since that time it has expanded and added services and still responds 365 days a year, 24 hours a day to those who need emergency shelter. Everyone is welcome.

In discussion with shelter users, Subcommittee members heard that the ‘wrap-around’ services were vital. Lookout staff described what they offer as a safety net of last resort for people who had been unable to cope in any other shelter. They explained that an important feature of their model was offering emergency shelter in semi-private rooms rather than dorm style; pets and shopping carts could be accommodated.

Boyle Street Community Services Co-op in Edmonton’s inner city similarly accepts everyone who walks through its doors. A wide range of services are offered on a drop-in basis during the day only; no shelter beds are available here. However just about every other form of support is available to those who drop in. Boyle Street has been actively working to house some of their clients, based on a housing first model, by partnering with local private landlords. By collaborating with many other community-based services, Boyle Street was able to support to a wide variety of clients, young and older. Many of Boyle Street’s clients face multiple barriers of addiction, mental and physical health issues. Subcommittee members could see evidence of the strong connection made between the centre’s staff and community members during a group discussion.

At the site visit to the Housing Support Centre in Halifax, Subcommittee members heard that about 100 people come every day for coffee and company. Originally the plan of the organization was to

³²⁷ WoodGreen Community Services <http://www.woodgreen.org/about/whoarewe.html>. Accessed 29 July 2009.

³²⁸ See Russell Wilkins and Jillian Oderkirk, Submission to the Subcommittee on Cities, 2nd Session, 40th Parliament, 18 June 2009 for data on life expectancy and the homeless.

help those who came to the drop-in centre to find affordable housing. However, it turned out that the drop-in itself provided much-needed comfort to its clients, most of whom were homeless. While the clients could get information and support from the Centre's support workers, the primary benefit was their chance to socialize in a safe supportive environment, helping to alleviate social isolation. A place of stability and support was offered to all. From this place, there has also grown the Shining Lights Choir, a performing choir of about 30 homeless people with three recordings to its credit.

Subcommittee members met a group of workers and volunteers at Sage House, in Winnipeg. Sage House provides support and services to those particularly vulnerable among the homeless population: street sex-trade workers. Sage House gives them access to day-time shelter, a shower, a meal, somebody to talk to, more specialized supports. The Subcommittee heard about the experiences of these women and transgendered individuals with living on the street, prostitution and drug use. We heard that for at least some of them, drug use came after homelessness; drugs, they told us, were what they use to stay warm, stay awake, and stay alive. Their connection with the staff and support workers at Sage House is a life line for them, and again in this setting, people are accepted as they are, where they are and are given support without judgement.

Paths out of homelessness

While the shelters that the Subcommittee visited offered a variety of supports and pathways out of homelessness, we spent time with two organizations that offer a different kind of approach: the program is for a more limited number of individuals and is accompanied by intensive one-on-one support.

In Winnipeg, Subcommittee members visited Building Futures. Just over a year since its inception, this program provides what might be termed an 'employment-first' opportunity. Homeless people are offered a job in the woodworking shop. During their employment, expected to be for about one year, they get a lot of training with the equipment to develop skills in fine wood-working and personal support within the work space; in return, they are expected to maintain regular hours and good quality work. The six employees, all men so far although women are welcome to participate, receive minimum wage and work full-time hours. In discussion, Subcommittee members heard that the living arrangements of these men are less stable than their work lives at the moment, but that they perceive this work-based program as a positive step toward transitioning out of homelessness.

L'Abri en Ville in Montreal provides supportive housing specifically for people with a mental illness, shared affordable housing with intensive support. The program, which has been operating for more than a decade, supports 30 residents in 10 three-bedroom apartments. Roommates are carefully selected with a view to compatibility, and each group of apartment mates is supported by a small team of dedicated volunteers. The team works with the apartment residents to provide general support, which might include grocery shopping or bill payment, or access to more specialized care. The volunteers and the staff of L'Abri work together to engage the residents in L'Abri-centred and more general community activities. While program participants are geographically dispersed, they function as a community of support to each other. Their camaraderie was evident in our discussions.

Subcommittee members were particularly interested in the potential to replicate this model, as it has the qualities that could make replication possible: clearly definable program elements, a need that is

likely to occur elsewhere, and a track record of effectiveness.³²⁹ L'Abri staff were able to tell Subcommittee members of their own experience with groups that wish to replicate the model in other cities. Further discussion and recommendations relating to fostering replication efforts appear in Section 6 of this report.

Homeless Youth

Youth are a distinct group among the homeless and Subcommittee members also visited shelters for homeless youth. Here the clients were as young as 12 years old. Subcommittee members had heard that some very young people were homeless, choosing the streets as a safer environment than their homes. The organizations that serve the younger people spoke with urgency about their attempts to get teens off the street before they became 'street-involved' or engaged in street-based activities of gangs, drugs and crime. In discussion, we heard that young people do not feel safe at shelters for adults: their issues are often different and their paths out of homelessness are likely to be different too. The shelters for youth visited by Subcommittee members offered basic emergency shelter plus support and a more intensive connection intended to provide a path out of homelessness. Subcommittee members met youth aged 16 years who said that they had already been homeless for years.

Edmonton's Youth Emergency Shelter Society (YESS) gives shelter to homeless youth nightly but also encourages them to take a spot in the supportive housing beds. In the part of the building providing supportive housing, there are more rules about behaviour, but there is also more help to achieve goals such as high school graduation. Young people themselves explained to Subcommittee members that after living on the street for a while, ordinary parenting is not going to work for them. While the intent of the program is to encourage youth to take a different path, into education, work and stabilized living arrangements, we were advised that it cannot be done by controlling their lives. YESS staff created a positive home-like environment from which their young clients could transition into independent living. Allowing youth to cycle through the stages, often more than once, is critical to the organization's success, Committee members were told. That, in part, describes the alternative form of 'parenting' offered by Youth Emergency Shelter Society programs.

Avenue 15 in Calgary offers similar stages through which youth can progress at their own pace, as they are ready to take on more responsibility and when they are ready to adhere to more rules. In this model, Subcommittee members heard, more rules are accompanied by more privileges. In discussion we heard that there are many reasons why youth become homeless. Avenue 15 begins with supporting attempts for family reunification, and will provide steps toward stable alternative living when reunification is not possible. While youth try to stabilize their lives, we heard that the shelter gives them a family-like setting helping them to develop relationships, support and obligations among the members of the 'household' in a shared home-like space.

WoodGreen in Toronto has developed one of the more comprehensive packages of support for young mothers who have been living in shelters. Women accepted into the program are offered housing, education, child care and counselling support all in the same location. They create a community with the other women in the program and support each other as they grow to be confident parents while getting a college diploma. It is hard work and it is not for everyone, program participants told Subcommittee members. The women we spoke to said that many of their friends in similar situations had declined the offer to participate.

³²⁹ Geri Summerville, *Laying a Solid Foundation: Strategies for Effective Program Replication*, Public/Private Ventures, 2009. http://www.ppv.org/ppv/publications/assets/298_publication.pdf. Accessed 17 September 2009.

Going further than other programs we visited that offer “wrap-around services,” this might be more appropriately described as service that ‘clings’, by making all the basics easily accessible and giving emotional and academic support as these women move out of homelessness and into a sustainable job with a salary that will support their family, within three years.

The Subcommittee learned that the achieving success with homeless youth and supporting homeless adults as they transition takes intensive attention, adaptability and devotion. The Subcommittee is left in awe of the quality of the staff, volunteers and those homeless people who we have had the pleasure to meet.

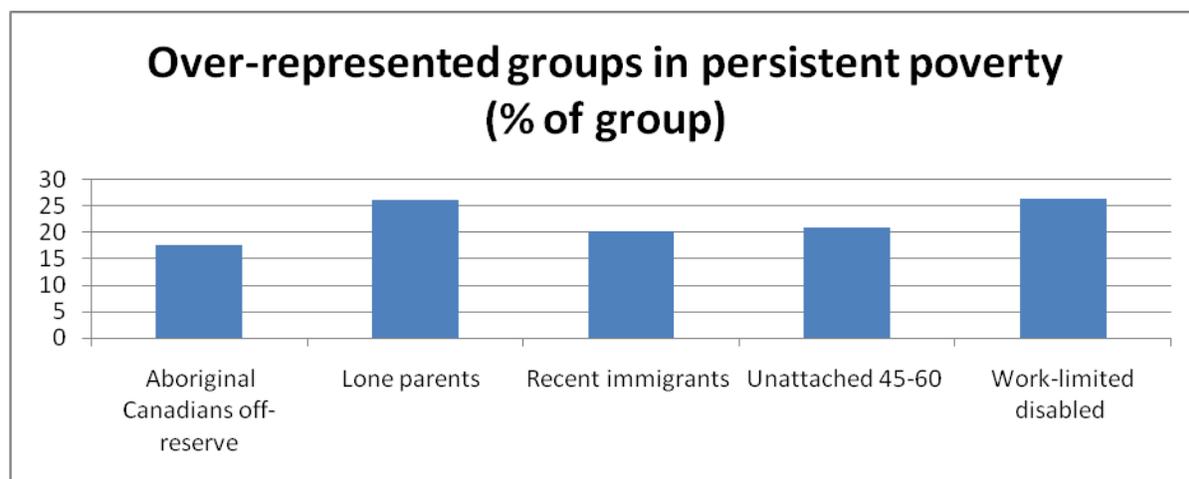
Section 5 - Over-represented groups

As noted above, some groups identified by the Croll report as over-represented among the poor have benefitted from improved income security programs, most notably seniors. Others identified by Croll continue to be over-represented: Aboriginal peoples, lone parents (mostly women), some newcomers to Canada and people with disabilities. Finally, one new group has emerged as over-represented: unattached adults, especially between the ages of 45 and 65. Within these four groups, people are not only more likely to be poor; they are also more likely to be poor over longer periods of time.³³⁰

While this report addresses the issues facing all Canadians who have low incomes, and who are therefore often challenged by housing affordability issues and are more likely to find themselves homeless, the Committee also wished to address the particular situations and concerns of these groups, and to identify specific solutions, wherever possible.

While witnesses have reminded the Committee that reductions in the social safety net affect all vulnerable Canadians, some rely more heavily on these services and programs than others. In addition, the Committee heard from witnesses, for example, of the importance of highlighting the particular marginalization experienced by some of these groups – most notably Aboriginal peoples and some recent immigrants. The figure below illustrates the disproportionate poverty rates among these groups.

Figure 12 - Percentage of population aged 18-60 in 2002 experiencing persistent low income between 2002 and 2006³³¹



³³⁰ Dominique Fleury, *A Study of Poverty and Working Poverty among Recent Immigrants to Canada*, HRSDC, 2007, p. 1.

http://www.hrsdc.gc.ca/eng/publications_resources/research/categories/inclusion/2007/sp_680_05_07_e/sp_680_05_07e.pdf. Accessed 19 October 2009.

³³¹ Based on data in Table 6A, HRSDC, "Low Income in Canada: 2000-2006 Using the Market Basket Measure – Final Report," October 2008, p. 25.

http://www.hrsdc.gc.ca/eng/publications_resources/research/categories/inclusion/2008/sp-864-10-2008/sp_864_10_08e.pdf. Accessed 30 August 2009.

While this report has covered disproportionate impacts on these groups of initiatives, programs and policies targeted more generally, this section provides more information about these groups and their current status, and examines persistent problems and promising practices for programs specific to three of the groups: recent immigrants (and refugee claimants), Aboriginal peoples, and persons with disabilities.

Not all Canadians have the same risk of poverty and housing insecurity: people with disabilities, urban Aboriginal peoples, unattached adults, lone parents and some immigrants are more likely to have the problems, and they are likely to last longer than for others in Canada.

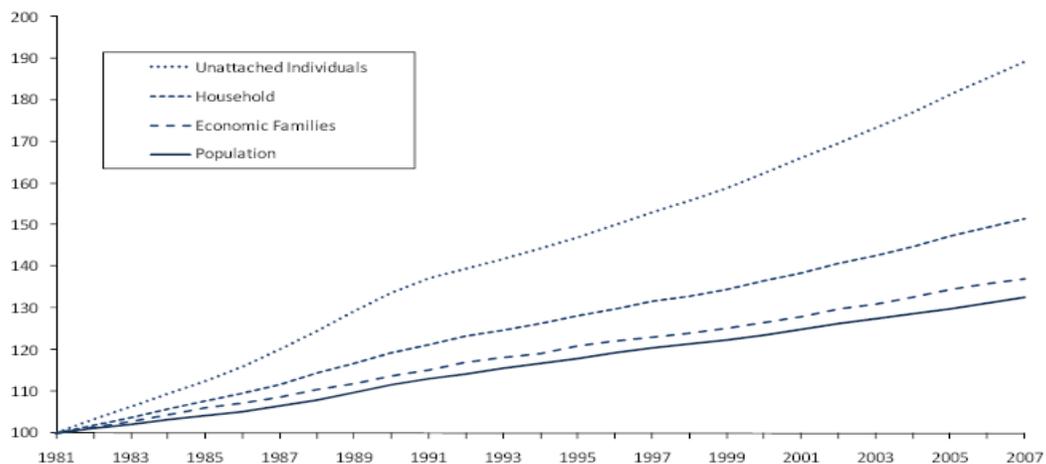
5.1 Unattached individuals

Snapshot

As noted above, unattached older working-age individuals were not identified among the groups with the highest incidence of poverty in the Croll Report in 1970. As the figure below demonstrates, the number of unattached individuals has increased significantly since 1980, even relative to economic families which include households of more than one person related by blood or marriage. Between 1980 and 2006, the number of non-elderly (i.e., 18 to 64 years of age) unattached individuals living in low income rose from 530,000 to 1.18 million.³³² In 2005, non-elderly unattached individuals accounted for 35% of all Canadians living in low income, while they represented only 11% of the Canadian population.³³³

More than one in three unattached people under the age of 65 have lived with low incomes in Canada over several years.

Figure 13 - Growth in population, number of households, unattached individuals and economic families Index (1981 = 100), 1981-2007³³⁴



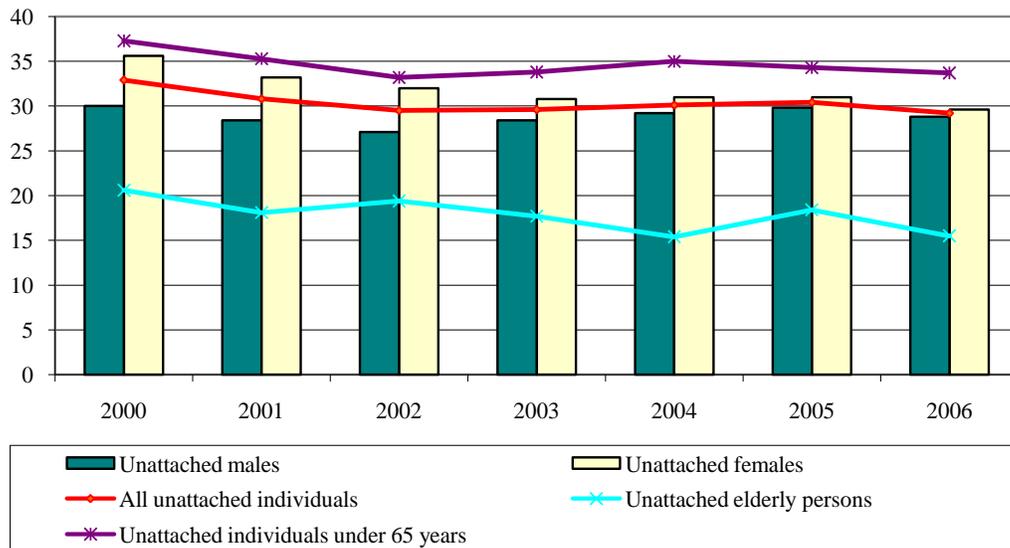
³³² Statistics Canada CANSIM Table 202-0802.

³³³ Yan Feng, Sangita Dubey and Bradley Brooks, *Persistence of Low Income among Non-elderly Unattached Individuals*, Income Research Paper Series, Statistics Canada, June 2007, <http://www.statcan.gc.ca/cgi-bin/af-fdr.cgi?l=eng&loc=/pub/75f0002m/75f0002m2007005-eng.pdf>. Accessed 2 December 2009.

³³⁴ Andrew Sharpe and Jean-Francois Arsenault, *Living Standards*, Institute of Well-being, 2009, p. 34.

Since 2000, the gap between the percentage of unattached males and females in low income has converged. In 2006, 28.8% of unattached males lived in low income, compared with 29.6% of unattached females. In 2000, this gap was more than five percentage points, where 30% of unattached men and 35.6% of unattached women lived in low income. In 2005, the gap between the percentage of unattached elderly men and women was almost seven percentage points. In 2006, the gap had significantly narrowed, with 14% of unattached elderly men and 16.1% of unattached elderly women living in low income.

Figure 14 - Percentage of unattached individuals in low income (After Tax LICOs) 2000–2006³³⁵

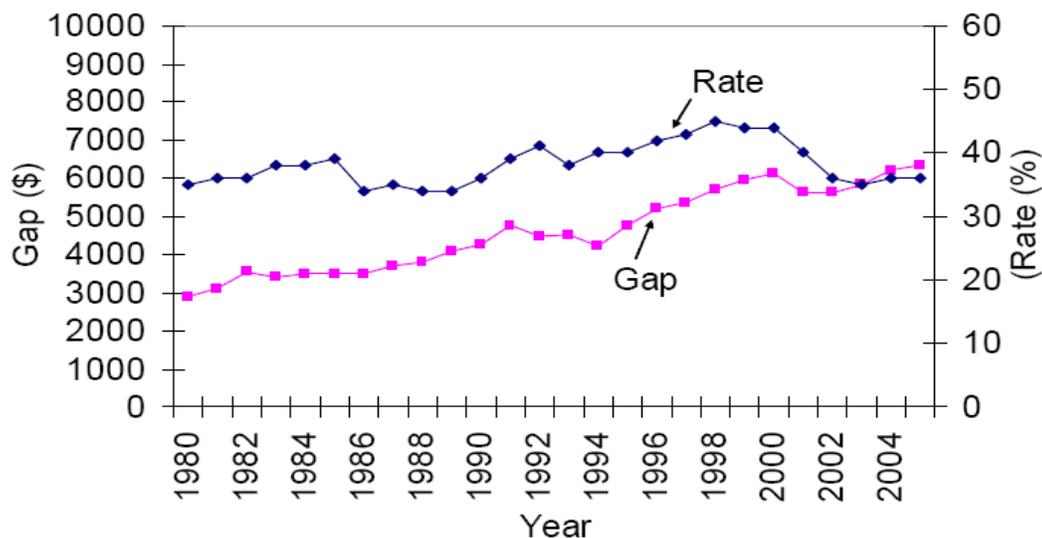


Narrowing the focus to unattached individuals between the ages of 45 and 64, one recent analysis put the low-income rate (based on the Market Basket Measure) for these individuals at more than one in three in 2004.³³⁶ Statistics Canada data also demonstrate the persistence of high levels of poverty among unattached individuals in this age group, and the growing gap between their incomes and the income needed to bring them above the Low-Income Cut-Off (LICO) line.

³³⁵ Statistics Canada, CANSIM Table 202-0802 and the Library of Parliament.

³³⁶ Nathan Laurie, *The Cost of Poverty: An Analysis of the Economic Cost of Poverty in Ontario*, Ontario Association of Food Banks, November 2008, p. 28.

Figure 15 - Unattached individuals 45-64, rate and gap³³⁷



As noted by a witness before the Committee, this is the group that is often not covered by existing targeted programs:

Many government responses to poverty, for good reasons, are focused on families and especially families with children, but single people, and in particular older single people — not seniors, but those in the 55- to 64-year-old age group — are most vulnerable to poverty because they do not yet qualify for Canada Pension Plan and Old Age Security. If you are single and in that age group, there is unfortunately a high likelihood that you will be living in poverty.

(Aisling Gogan, Evidence, SAST, 1st Session, 39th Parliament, 17 May 2007)

The Committee has noted that with the exception of the level of benefits established under various public programs, there are no particular programs or policies, promising or problematic, targeted to this population group. However, the recommendations with respect to establishing an income floor at the LICO level for combined income security programs and changes to EI to benefit older workers in earlier sections of this report would support unattached individuals.

5.2 Persons with disabilities

Snapshot

During this study, the Committee came to understand that disability may mean a sensory or motor impairment caused by a physiological condition, and that it might mean reduced capacity due to mental illness and/or severe addiction.³³⁸ Building upon the work of this Committee's landmark study on mental health, tabled in May 2006, the Committee has paid particular attention to the role

³³⁷ G. Picot and S. Michaud, "Low Income in Canada, 1980 to 2006," Presentation, Statistics Canada, August 2008.

³³⁸ The overlap between mental health and addiction was described in more detail in SAST, *Out of the Shadows at Last: Transforming Mental Health, Mental Illness and Addiction Services in Canada*, Final Report, May 2006, pp. 37-38.

<http://parl.gc.ca/39/1/parlbus/commbus/senate/com-e/soci-e/rep-e/pdf/rep02may06part1-e.pdf>. Accessed 10 August 2009.

of mental illness in poverty, housing and homelessness, and the impact of these issues in terms of emerging or exacerbated mental illness. That report highlighted the correlation of homelessness in particular to mental illness alone, and in combination with other disorders: "... somewhere between 30% and 40% of homeless people have mental health problems, and that 20 to 25% are living with concurrent disorders, that is, with both mental health problems and addictions."³³⁹

In a submission to the Committee in response to our *Issues and Options* paper, the Canadian Mental Health Association made a similar case with respect to mental illness and poverty:

*In Canada, the mentally ill constitute a disproportionate percentage of persons living below the poverty line, thus exacerbating problems associated with mental illness and contributing to stresses which cause poor mental health.... The correlation between a high incidence of poverty and poor mental health profoundly affects families and creates barriers to education and other economic opportunities.*³⁴⁰

More generally, both the number and proportion of Canadians reporting a disability in the 2006 Census and the follow-up Participation and Activity Limitation Survey (PALS) increased from the previous Census and PALS survey. The number of people reporting a disability increased from 3.6 million to 4 million, or from 12.4% to 14.3% of the population as a whole.³⁴¹

People with disabilities are less likely than non-disabled people to complete high school and go on to college or university.

While the rate of disability increased with age, only 40% of the growth in disability was attributable to age.³⁴² The survey also showed a more gradual increase in the proportion of working-aged people with a disability.³⁴³ While mild disability rates rose the most, every category, from mild to severe showed some increase over five years earlier.³⁴⁴ The data also indicate that for both children and adults, where there is one disability, there are often others identified as well, with only one in five disabled adults reporting only one disability, and more than half of disabled children aged from 0 to 4 reported more than one disability.³⁴⁵

As a group, people with disabilities face two constraints in their participation and activity levels: those directly linked to the impairment, and those imposed by social, structural and other barriers. The latter are known as "handicaps". While the impairment-induced limitations are a function of their physical or psychological state, handicaps are barriers that could be removed, that could be accommodated, to permit fuller participation of the impaired.

Although it is not clear whether impairment or handicap is the reason, people with disabilities have less education than those without disability, have lower employment rates, and are over-represented among those with the

In 2001, more than half of disabled persons had incomes under \$20,000, compared to less than 40% of the non-disabled population.

³³⁹ Ibid., p. 118.

³⁴⁰ Dr. Taylor Alexander, Submission to the Subcommittee on Cities, 17 July 2009, pp. 1-2.

³⁴¹ *Participation and Activity Limitation Survey (PALS) 2006: Analytical Report*, Statistics Canada, 2007, p. 9. The PALS did not include on-reserve Indians and people living in institutions.

³⁴² Ibid., p. 13.

³⁴³ Ibid., p. 9.

³⁴⁴ Ibid., p. 15.

³⁴⁵ Ibid., pp. 27, 35.

lowest incomes in Canada. Data from 2001 show that the average income of someone of working age with a disability was \$22,228, compared to \$31,509 for the same age group without a disability.³⁴⁶

More detailed comparisons with the respect to educational attainment, employment status and income are provided in the three figures below.

Figure 16 - Highest level of educational attainment for adults, ages 15 to 64, by disability status, Canada, 2001³⁴⁷

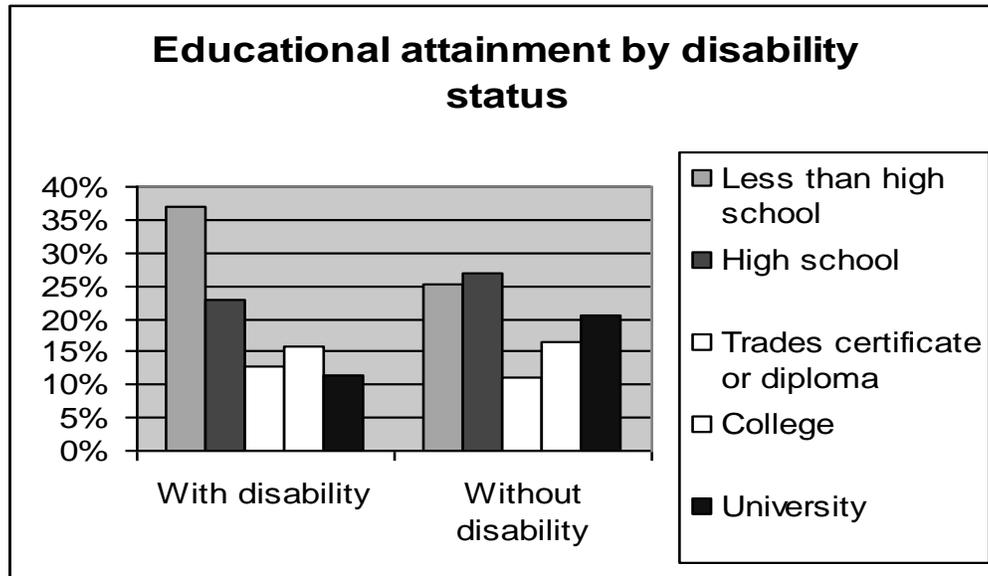
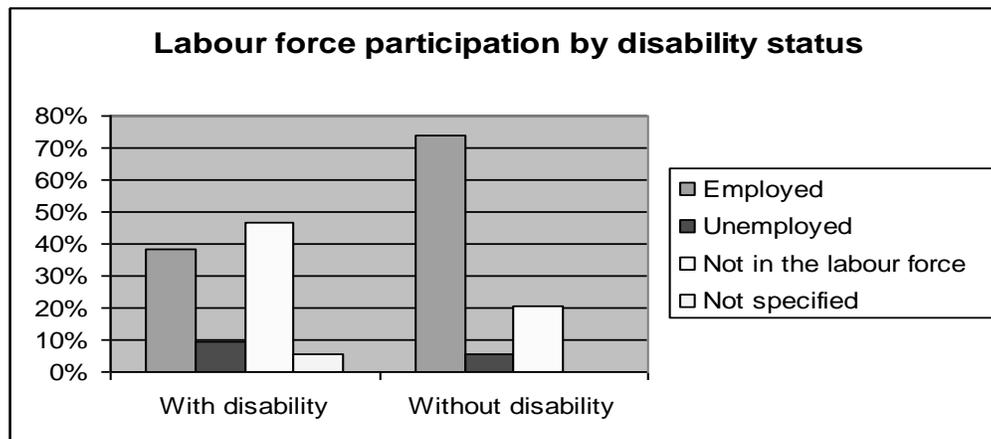


Figure 17 - Labour force participation rates for adults, ages 15 to 64, by disability status, Canada, 2001³⁴⁸

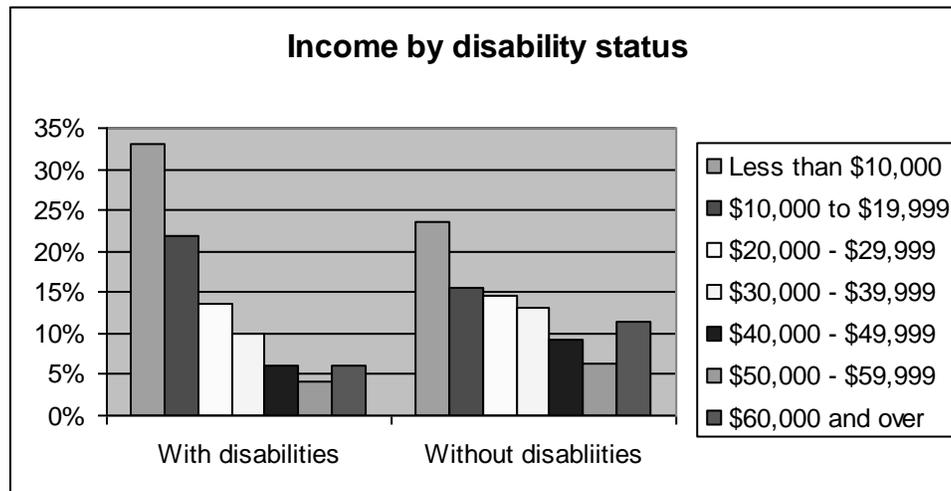


³⁴⁶ Education, employment and income of adults with and without disabilities – Tables, 2001 PLAS Survey, Statistics Canada, 2003, p. 62. <http://www.statcan.gc.ca/pub/89-587-x/89-587-x2003001-eng.pdf>. Accessed 26 October 2009.

³⁴⁷ Ibid., pp. 8, 29

³⁴⁸ Ibid., pp. 40, 51.

Figure 18 - Income for adults, ages 15 to 64, by disability status, Canada, 2001³⁴⁹



While not all people with disabilities are poor, the source and level of income of someone with even a severe disability would depend on a number of factors, primarily when and how one became disabled, and the extent to which private or public insurance payments were available to the individual upon disablement. The disability income securities policies in Canada have been described as a “dual benefit system [which] combines programs based on contributory insurance for labour force participants with means-tested disability benefits for those not qualifying for income protection insurance arising from labour market participation.”³⁵⁰ One analysis that compares the Canadian system with that of other OECD nations characterizes Canada’s dual benefit system as “poorly integrated.”³⁵¹

For example, some employers, particularly large employers, provide disability insurance as part of the compensation package, or as an option among benefits available. In these cases, income after disablement would be a proportion of the income provided to the employee prior to disablement, and often continues to age 65. And some individuals carry private disability insurance, which is more likely to pay a fixed amount per month following disablement.

Unattached individuals with a disability who rely on social assistance are living well below the low-income lines, even if they are considered unable to earn a living from work.

There are public programs that provide income support to a disabled person. The more generous of the programs are funded by employers and employees through their contribution to Employment Insurance (EI) (which provides sickness benefits), and the Canada Pension Plan (CPP) (which provides disability benefits). However, in both cases, individuals must qualify through their labour market participation over time.

People without sufficient labour market participation who become disabled are eligible for social assistance benefits, generally at a higher level than is provided to non-disabled recipients.

³⁴⁹ Ibid., pp. 62, 84.

³⁵⁰ Cameron Mustard, et. al., “Disability Income Security Benefits for Working-Age Canadians,” Institute for Work and Health, Toronto, May 2007, p. 1.

³⁵¹ Ibid.

As a significant portion of people with disabilities rely on social assistance, the Committee learned that while provincial and territorial governments provide higher benefit levels for people with disabilities who are not expected to work than for “employable” recipients, the benefit levels had declined in real dollars in the period from 1997 to 2005, by percentages ranging from 1.5% in New Brunswick to 19.2% in Prince Edward Island.³⁵² In seven of 10 provinces, assistance rates in 2005 for persons with disabilities were the lowest they had been since at least 1986.³⁵³

Finally, anyone born with a disability or who becomes disabled as a child does not receive any direct income support, unless their parents qualify for welfare.

Also, as noted above, the lower rates of educational achievement and labour force participation contribute to their poverty. However, a wide range of services and benefits transferred through the income tax system assists both parents of disabled children and adults with disabilities.

There are two constitutional references to federal jurisdiction with respect to disability. The first is in the *Constitution Act of 1867*, which gives the federal government the right to make laws with respect to old age pensions and supplementary benefits, “including survivors’ and disability benefits irrespective of age”, while prohibiting federal laws that affect provincial legislation in the same area.³⁵⁴ This is implemented in the Canada Pension Plan disability benefits (CPP-D).

The second constitutional reference comes in the *Charter of Rights and Freedoms*, in Section 15, which outlines equality rights. This section states that

*“every individual is equal before and under the law and has the right to equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.”*³⁵⁵

However, the legal references do not capture the extent of federal involvement in supporting people with disabilities and/or their families.

Specific federal programs that benefit people with disabilities, as of 2002, included: attendant care deduction, Canada Study Grant, CPP-D, caregiver credit, Child Tax Benefit, Disability Tax Credit, EI Sickness Benefit, Infirm Dependant Credit, Medical Expense Tax Credit, Refundable Medical Expense Supplement, and Veterans Pensions and War Allowances.³⁵⁶

By 2007, additional federal programs were in place: Canada Access Grants for college and university students, Child Disability Benefit, Disability Supports Deduction (replaces Attendant Care Deduction), Registered Disability Savings Plan (with Canada Disability Savings Bonds and Canada Disability Savings Grants), New Veterans Charter with Disability Awards and Allowances, Earnings Loss Benefit, and Disability Supplement.³⁵⁷

³⁵² Michael Prince, “Disability Income Policy in Canada: Trends and Reform Ideas,” Presentation to Income and Employment Sector Forum, Toronto, 2 November 2007, Slide 11.

³⁵³ Ibid., Slide 12.

³⁵⁴ *Constitution Act of 1867*, Section 94A.

³⁵⁵ Charter of Rights and Freedoms, *Constitution Act*, 1982, Section 15.

³⁵⁶ Prince (2007), “Disability Income Policy in Canada: Trends and Reform Ideas”, Slide 4.

³⁵⁷ Ibid., Slide 5.

Persistent problems

People with disabilities are one of two groups whose poverty has persisted, both in depth and duration, since the time of the Croll Report.

Lack of coherent policy

While several programs and initiatives have emerged in the intervening years, a coherent approach to the barriers facing persons with disabilities in terms of education, training, employment and housing has been intermittent at best, and usually short-lived.

On the disability side, the Government of Canada has a disability agenda or vision from 1999. That is the last time we actually bothered, as a government of this country, to articulate a vision around some of the most vulnerable people in this country. There are 600,000 Canadians of adult age with disabilities who want to work. Unfortunately, we did not pay much attention to them during the good years. It will be even harder over the next two, three or four years. There is a huge loss of human capital and dignity there.

(Michael Prince, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

Disability income “system”

Complexity

The disability income security policies in Canada, as noted above, have been described as a “dual benefit system [which] combines programs based on contributory insurance for labour force participants with means-tested disability benefits for those not qualifying for income protection insurance arising from labour market participation.”³⁵⁸ Each source of income protection applies different eligibility criteria and provides different benefits. There is some difference in what is available for short-term leave from work and a longer term disability. Most injured workers begin with the provincial Workers’ Compensation Board (WCB). The coverage of provincial labour forces by the WCB ranges from approximately 70% in Ontario to 95% in Quebec.³⁵⁹

The Committee heard that the current definitions in use in the workers’ compensation programs across provinces and territories focuses on the impairment rather than on social barriers that can be removed to make participation possible despite the impairment.³⁶⁰ The Committee also heard that the provincial Workers’ Compensation programs are inconsistent across provinces, and are limiting eligibility and the level of benefits for people with work-related injuries, off-loading to other assistance programs:

We have to look at the role of the Workers' Compensation Boards across Canada and its responsibility to Canada's working families in dealing with disability, expediting medical diagnosis and treatment while maintaining a necessary income.

(Darrell Powell, National Advocate – Mental Health and Disability for Disabled Workers, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 18 June 2009)

³⁵⁸ Mustard (2007), p. 1.

³⁵⁹ Mustard (2007), p. 3.

³⁶⁰ Dr. Lisa Doupe, “Creating a Safer Society: Supporting People,” Submission, Subcommittee on Cities, p. 10, 16 August 2009.

Recommendation 50

The Committee recommends that the federal government, at the next meeting of the Federal-Provincial-Territorial Ministers of Labour, take a leadership role in encouraging a harmonization of provincial and territorial workers' compensation programs.

While income support is available for any disabled working-age person, the system can be difficult to navigate. The June 2003 Report of the House of Commons Standing Committee on Human Resources Development and the Status of Persons with Disabilities (HUMA) noted that “We were constantly reminded that persons with disabilities find it difficult to determine which federal and provincial programs they may be eligible for, which programs to apply for and how to apply.”³⁶¹ According to Cameron Mustard:

*The five sources of disability income security in Canada have different definitions of disability, differing conditions for eligibility and duration of entitlement, different levels of benefit generosity and different incentives to encourage and support return to labour force participation.*³⁶²

The Committee has heard that the solutions rest with collaboration among all levels of government, along with other economic and social actors in Canada:

Any strategy designed to fight the poverty experienced by persons with functional disabilities must involve all government departments and agencies, at the regional as well as municipal levels, along with unions, private sector and community agencies and anyone else who is committed to fighting poverty and social isolation. This issue cuts across all sectors of society and concerns all stakeholders.

(Walter Zélaya, Représentative, Confédération des organismes de personnes handicapées du Québec, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 17 April 2008)

The complexity of current programs and their interactions can leave too many people with disabilities without inadequate incomes, and even without any income, as they are bounced from one “system” to another.

Supports

In addition to gaps and duplications in the income security portion of supports to persons with disabilities, the federal and provincial governments have failed to resolve how persons with disabilities can maintain the non-cash supports they need to get and stay employed, when these supports are often dependent on being eligible for income support programs that end when earnings reach a certain level.

When talking to people with disabilities and their representative groups, this issue [the need to separate income support from services] comes up again and again. The adult income system is a complicated mess, but the disability system is much worse. Services are absolutely crucial to people with disabilities, and we must deal with that need as well.

(Ken Battle, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008)

Recommendation 51

The Committee recognizes the importance of support services for persons with disabilities entering jobs, and that these supports are often lost when employment earnings begin.

³⁶¹ HUMA, June 2003, p. 84.

³⁶² Mustard (2007), p. 2.

Therefore, the Committee recommends that provincial and territorial governments extend these supports for up to 12 months following employment to persons with disabilities leaving social assistance, and that these governments negotiate with employers to provide these supports indefinitely for those earning low incomes.

Disability Tax Credit

The Disability Tax Credit “recognizes the costs of some disability-related items on an individual’s ability to pay tax,”³⁶³ but is payable only to people who having sufficient income to pay income tax. It is not “refundable” to those who do not earn enough to pay taxes, and therefore does not reach those with the lowest incomes. Disability organizations have called for making this credit refundable as an important first step to redressing the poverty of many with disabilities.

The government must commit to addressing poverty and reforming Canada's income support programs for persons with disabilities, and first steps [...] could include making the Disability Tax Credit refundable.

(Marie White, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 17 April 2008)

As well, recommendations for broad reform are based on a refundable Disabled Tax Credit as an important building block, that could be expanded and targeted to significantly reduce poverty in this group.

We need a new federal vision on disability. We need to make the Disability Tax Credit refundable in some way. We need to review all the other little tax credits for the infirm, dependent or attendant care, et cetera. We have a dozen of them now, and we need to rationalize that sector.

(Michael Prince, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

Recommendation 52

The Committee recommends that the Government make the Disability Tax Credit refundable.

Overhaul of disability income support system

The Caledon Institute has proposed a basic income for persons with severe disabilities that would build on a refundable Disability Tax Credit (DTC), and would use definitions and eligibility tests already in place for other federal income security programs, e.g., Canada Pension Plan – Disability (CPP-D), and the DTC. It is proposed for those who cannot reasonably be expected to earn a living from employment.

Like the Guaranteed Income Supplement, it would be income-tested, and would reduce benefits proportional to earnings; as noted, however, it is not expected that those eligible for the benefit would have substantial earnings. Providing an income about twice what would be paid on social assistance, the annual benefit would be approximately \$13,300 for an individual and \$21,000 for a couple in 2007 dollars.³⁶⁴ The impact on people with disabilities in terms of income would be positive, and it would mean enormous savings to provincial and territorial social assistance

³⁶³ Human Resources and Skills Development Canada, “Tax Measures to Assist Individuals with Disabilities and Their Caregivers: Disability Tax Credit,” *Advancing the Inclusion of People with Disabilities: 2008 Federal Disability Report*, 2008, p. 116. http://www.hrsdc.gc.ca/eng/disability_issues/reports/fdr/2008/fdr_2008.pdf. Accessed 15 August 2009.

³⁶⁴ Michael Mendelson, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 17 April 2008.

programs, allowing them to reinvest in disability supports for all people with disabilities, regardless of their reliance on income support programs:

That will take about a half a million Canadians with disabilities off social assistance rolls. That will be a huge windfall to provinces. There would need to be a federal-provincial-territorial discussion on a reinvestment strategy on that. That would mean a major injection of reallocated dollars into personal supports, education, inclusive schools, inclusive parks and recreation, family supports and public transit so that people can move around in their communities, and full citizenship for Canadians who face tremendous barriers and obstacles.

(Michael Prince, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

This recommendation was also explicitly supported by the Nova Scotia government at a hearing in Nova Scotia.³⁶⁵

Recommendation 53

The Committee recommends that the federal government develop and implement a basic income guarantee at or above LICO for people with severe disabilities.

As noted above, the Committee has also learned of the critical importance of the supports to persons with disabilities currently provided under social assistance programs at the provincial level, and other income-tested programs at all levels of government. These supports are pre-requisite to the labour market participation of many people with disabilities, yet may be discontinued if they are able to earn an income from work that would end their income benefits under other programs.

Particularly in light of the proposed income program for persons with severe disabilities, there is an opportunity for provincial governments to increase their investment in such supports from the savings they would realize when these persons were no longer in need of social assistance income support. Further, such supports could be income-tested, regardless of the source of income.

The combined impact on people with disabilities could be substantial: We argue that the federal government should proceed with the program only if there is agreement with the provinces to reinvest those savings into disability support programs. Frankly, if we did that package, I think we would end up going from a class D country for people with disabilities to a class B+ country for people with disabilities — not quite A+ yet, but we would be much better.

(Michael Mendelson, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 17 April 2009)

Recommendation 54

The Committee recommends that provincial and territorial governments use the savings realized in social assistance spending with the introduction of the basic income guarantee for people with severe disabilities to redesign and enhance delivery of disability supports to all persons with disabilities, regardless of the source of their incomes.

³⁶⁵ Lynn Hartwell, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 13 August 2008.

Promising practices

Opportunities Fund

The federal Opportunities Fund is “designed to help people with disabilities prepare for and obtain employment or self-employment ... [and] to develop the skills they need to keep a new job.”³⁶⁶ Witnesses have described its contribution:

[The Opportunities Fund] is a small fund, about \$25 million a year, to provide innovative approaches to employability across the country. It is a low-profile program that is very important. It is one those of little programs that could easily fall between the cracks or be snuffed out; but, again, the voices of Canadian with disabilities need to be heard and that program needs to be maintained.

(Michael Prince, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 17 April 2008)

In a National Action Plan on Disability, supported by a wide range of disability and other organizations, proposals call for the continuation and expansion of this Fund “ensure greater capacity at the provincial/territorial level to address barriers, and ... demonstrate innovation in labour force inclusion.”³⁶⁷ The Action Plan also specifically recommends that the Opportunities Fund NOT be rolled into labour market development agreements, specific or general, with provincial governments.

Recommendation 55

The Committee recommends that the federal government sustain and increase the funding for the Opportunities Fund for persons with disabilities, with a clear mission to address barriers to the labour force.

Registered Disability Savings Plan (RDSP)

The federal government introduced the RDSP in the 2007 budget, with implementation the following year. As described the Department of Finance,

*The Registered Disability Savings Plan is a tax-assisted savings vehicle intended to help parents and others save to ensure the long-term financial security of a child with a severe disability. Direct government assistance will be provided through Canada Disability Savings Grants and Canada Disability Savings Bonds. The investment income earned in an RDSP will accumulate tax-free. Grants, bonds and investment income earned in the plan will be included in the beneficiary’s income for tax purposes when paid out of an RDSP.*³⁶⁸

The plan permits parents and others to register savings plans for disabled dependents who are eligible for the Disability Tax Credit, and to get matching funds of up to 300% of their contribution, depending on the income of the individual making the contributions.³⁶⁹ This program was modelled on a similar savings plan for education of dependents, and most provinces have exempted these

³⁶⁶ HRSDC “Opportunities Fund for Persons with Disabilities.”

http://www.hrsdc.gc.ca/eng/disability_issues/funding_programs/opportunities_fund/index.shtml. Accessed 28 August 2009.

³⁶⁷ “From Vision to Action: Building an Inclusive and Accessible Canada – A National Action Plan on Disability, 2007”, p. 5.

³⁶⁸ Department of Finance, *Government of Canada, 2008 Federal Disability Report: Advancing the Inclusion of People with Disabilities*, 2008, p. 119.

³⁶⁹ Minister of Finance, *The Budget Plan 2007: Aspire to a Stronger, Safer, Better Canada*, 19 March 2007, p. 83. <http://www.budget.gc.ca/2007/pdf/bp2007e.pdf>. Accessed 28 August 2009.

“assets” from the depletion requirements and/or exempt the income when determining eligibility and calculating benefits for social assistance claimants. Some provincial and territorial governments have already moved to do the same for RDSP assets.³⁷⁰

The Committee commends the federal government for introducing the Registered Disability Savings Plan, and provincial governments that have already exempted these assets from the asset-depletion requirements to qualify for social assistance.

Recommendation 56

The Committee recommends that all provincial and territorial governments amend their social assistance legislation to exempt savings under the Disability Savings Plan from any asset depletion requirements with respect to qualifications for or benefits from social assistance and social services programs.

Labour Market Agreements for Persons with Disabilities

While the Committee has recommended that the general labour market programs be amended to allocate a set percentage of training seats to persons with disabilities, witnesses have also testified that the existing labour market agreements for persons with disabilities have provided important access to training.

Training opportunities must intentionally include people with disabilities, immigrants, lone parents and Aboriginal peoples.

The federal government described the goal of these agreements as follows:

*The goal of the Labour Market Agreements for Persons with Disabilities is to improve the employment situation of Canadians with disabilities, by enhancing their employability, increasing the employment opportunities available to them, and building on their existing knowledge base. The Agreements facilitate coordination in labour market programming targeted to persons with disabilities through agreements with provinces.*³⁷¹

Although disability organizations have identified a preference for an integrated labour market program, their national action plan called for an increase in funding for these programs as an interim measure.³⁷²

Recommendation 57

Until mainstream training programs provide training opportunities for persons with disabilities proportionate to their representation in the population, the Committee recommends that the federal government extend and expand funding for such training through the Labour Market Agreements for Persons with Disabilities.

³⁷⁰ These include British Columbia, Newfoundland and Labrador, Yukon, Manitoba, Ontario, and Saskatchewan.

³⁷¹ HRSDC, *2006-2007 Estimates: A Departmental Performance Report*, p. 202.

³⁷² “From Vision to Action: Building an Inclusive and Accessible Canada – A National Action Plan on Disability, 2007”, p. 5.

5.3 Newcomers to Canada

Snapshot

In Canada, everyone, with the exception of First Nations and Inuit and their descendants is either a recent immigrant, a refugee claimant or a descendant of immigrants. From the first explorers, through to workers who built the Canadian Pacific Railway, to the recent past, Canada has built the country, its communities and institutions through sustained immigration. In more recent years, population growth has depended on immigrant and refugee populations as the fertility rate among Canadian-born women has been dropping.³⁷³

The Committee heard testimony that reminded us that barriers facing immigrants are barriers to the social and economic development of Canada as a whole:

These barriers that immigrants face impede their accession to being full and equal members of Canadian society. The barriers are costly, not only to newcomers themselves but also to the broader communities in which they live. Immigration has been and will continue to be a key component to the development of Canadian economic, social and political fabric. We are increasingly aware of the problems that newcomers face in this country, and these are documented in excruciating detail in the report. However, beyond the details, my point is these problems and barriers must be recognized as Canadian problems rather than immigrant problems. It is in our own interests that newcomers be able to utilize their skills and resources.

(Sarah Wayland, Research Associate, Ontario Metropolis Centre, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008)

Canada's immigration program welcomes three broad groups of people for permanent residency. It facilitates the entry of immigrants who can contribute to the labour market and economy through their skills or business experience, or through the capital they invest. It welcomes family class immigrants who are sponsored by close relatives. Finally, the immigration program maintains Canada's humanitarian tradition by resettling refugees from abroad and providing an opportunity for asylum seekers to find protection. In addition, temporary resident permits are issued each year for workers, visitors and students, and people whose refugee claims have not been determined. While the Committee's focus has been on permanent residents, impacts of programs on other groups of newcomers have been considered.

Poverty

Immigrants

As most immigrants and refugees still settle in Canada's three largest cities, their poverty is closely related with broader issues of urban poverty. Statistics Canada researchers point out, "In the three major immigrant-receiving cities (Toronto, Vancouver, and Montréal), virtually all of the increase in the cities' low-income rate during the 1990s was concentrated among the immigrant population."³⁷⁴

Further, recent immigrants experienced their poverty in ways that the Canadian-born, at least in Toronto, did not. In particular, the specific immigrant experience included "... spatial entrapment

³⁷³ Human Resources and Skills Development Canada, *Canadians in Context – Immigration*, <http://www4.hrsdc.gc.ca/.3ndic.1t.4r@-eng.jsp?iid=38>. Accessed 30 April 2009.

³⁷⁴ Garnett Picot, Feng Hou and Simon Coulombe, *Chronic Low Income and Low-income Dynamics Among Recent Immigrants*, Statistics Canada, 2007, p. 10.

and delayed mobility; poverty, deprivation plus isolation, desperation; stigmatization of immigrant status, poverty circumstance and place of residence; and hopelessness and regret.³⁷⁵

Although the Committee has heard testimony that economic outcomes for newcomers to Canada vary by the class of immigrant, their country of origin, their language skills and other factors,³⁷⁶ generally, the incidence of poverty among immigrants makes them one of the most “at-risk” populations in Canada.³⁷⁷

The experience of immigrants varies with their country of origin and whether they are admitted to reunify a family or based on their own credentials.

However, the risk of poverty among immigrants decreases with the length of time spent in Canada, and reaches the same level as for the general population (Canadian-born and immigrants in Canada 10 years or more) after about three years.³⁷⁸ However, comparing immigrants and Canadian-born with similar levels of education and skills, researchers find that the length of time for convergence of incomes is increasing; in fact, first-generation immigrants may never catch up entirely.³⁷⁹

[T]he number of low-income immigrants has risen over the past 25 years. Immigrants remain poor for longer and longer periods. The catch-up period, that is, the time needed for an immigrant professional to reach the same salary level as his or her Canadian counterparts, was 16 years then and is 19 to 20 years now. The catch-up period is lengthening and the proportion of low-income immigrants is increasing.

(Jean-Claude Icart, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008)

At the same time, the education level of immigrants has increased significantly in the last 25 years. With a change in policy that favoured skilled and highly educated immigrants, the newcomer population now has a higher rate of university completion than among the Canadian-born.³⁸⁰ Yet the rate of chronic poverty was reduced by only two percentage points for immigrants who arrived in 2000, compared to those who arrived in 1992.³⁸¹

The different categories of immigrants experience different economic outcomes. One study from 2003 found that after 15 years in Canada, skilled workers earned on average almost double the

³⁷⁵ Heather Smith and David Ley, “The Immigrant Experience of Poverty in Toronto Neighbourhoods of Concentrated Disadvantage,” Vancouver Centre of Excellence for Research on Immigration and Integration in the Metropolis (RIIM), presentation to 9th National Metropolis Conference, March 2007, p. 15.

³⁷⁶ See testimony from Evidence, Standing Senate Committee on Social Affairs, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 June 2009.

³⁷⁷ Jeff Frank and Jean Lock Kunz, “New Approaches for Addressing Poverty and Exclusion,” Policy Research Initiative, Government of Canada, December 2004, p. 6, https://policyresearch.gc.ca/doclib/DecConf/Frank_Kunz_E.pdf. Accessed 26 February 2008.

³⁷⁸ Picot et al., 2007, pp. 13, 16.

³⁷⁹ Sarah Wayland, *Unsettled: Legal and Policy Barriers for Newcomers to Canada – Literature Review*, Community Foundations of Canada and Law Commission of Canada, 2006, p. 72; Marc Frenette and René Morissette, *Will they ever converge. Earnings of immigrant and Canadian-born workers over the last two decades*, Statistics Canada, 2003, p. 8.

³⁸⁰ Cheryl Teelucksingh and Grace-Edward Galabuzi, “Impact of Race and Immigrants Status on Employment Opportunities and Outcomes in the Canadian Labour Market,” *Policy Matters*, No. 22, Centre of Excellence for Research on Immigration and Settlement, November 2005, p. 1.

³⁸¹ Picot, et. Al, (2007), pp. 4, 8.

earnings of other immigrant categories, such as refugees and family class. They were also less reliant on social assistance and unemployment benefits.³⁸²

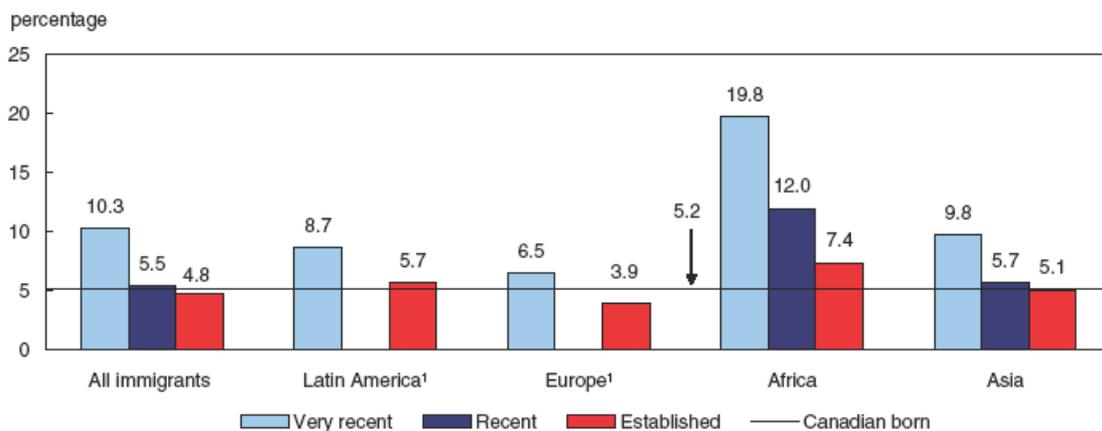
Also in recent years, the countries of origin of immigrants have changed significantly. A smaller proportion of immigrants are from Western or even Eastern European countries, while a larger proportion come from Asian and African countries.

As noted above, there are significant differences in the risks facing newcomers, based in part on their country of origin. A recent study by Statistics Canada found the following patterns according to country of origin:

- Immigrants born in Southeast Asia, particularly those from the Philippines, had the strongest labour market performance of all immigrants to Canada in 2006, regardless of when they landed in the country;
- Those born elsewhere in Asia (including the Middle East) as well as individuals born in Latin America, Europe and Africa all had higher unemployment rates and lower employment rates in 2006 than their Canadian-born counterparts;
- Immigrants born in Africa experienced difficulties in the labour market, regardless of when they had landed. The estimated 70,000 very recent African-born immigrants had an unemployment rate of 20.8%, more than four times higher than that of the Canadian born.³⁸³

The figure below shows differences in unemployment rate, which highlight the impact of the intersection of race and period of immigration on risk of poverty.³⁸⁴

Figure 19 - Unemployment rate for male immigrants aged 25 to 54, by period of landing, 2006



1. Data for recent immigrants suppressed because of coefficient of variation (CV) >33.3% and/or very small estimates.

Source: Statistics Canada, Labour Force Survey.

³⁸² Longitudinal Immigrant Data Base, Citizenship and Immigration Canada (IMDB).

³⁸³ Jason Gilmore, *The Canadian Immigrant Labour Market in 2006: Analysis by Region or Country of Birth*, The Immigrant Labour Force Analysis Series, Statistics Canada, Research paper, 2008, p. 19.

³⁸⁴ Ibid.

A witness summarized the situation:

[F]or the past 15 years, the vast majority of the people who come to settle in Canada, as immigrants or refugees, arrive from southern countries and belong to racially distinct communities. The influence of race on poverty, together with the systemic barriers encountered by new immigrants, is a factor in creating poverty and inadequate housing.

(Roberto Jovel, Evidence, SAST, 1st Session, 39th Parliament, 10 May 2007)

Refugee claimants

The main source countries for refugees resettled to Canada have remained fairly consistent over the last five years and include Afghanistan, Columbia, Iraq, Iran, Sudan, Ethiopia, Somalia, and the Democratic Republic of the Congo. Mexico was the top source country for refugee protection claims in Canada during 2006–2007, followed by China, Haiti and Colombia.³⁸⁵

Since refugees are not selected for immigration to Canada on the basis of their labour market skills, their characteristics such as language ability, formal schooling, and work experience vary considerably. There is little research on the economic well-being of resettled refugees or refugee claimants. Data from Citizenship and Immigration Canada (CIC) indicate that refugees have a significantly higher incidence of social assistance use than other immigrants (especially initially) and that average employment earnings increase over time.³⁸⁶ Don DeVoretz found in his study that employment was critical to moving refugees out of poverty. He wrote:

*[E]conomic poverty was an endemic and growing problem for refugees. For those refugees who received social assistance, their total income level was extremely low or less than \$12,000 (1992 dollars) per refugee. This weak performance occurred seven years after their arrival! Thus, whether a refugee fared well in Canada's labour market ultimately depended upon employment prospects.*³⁸⁷

Housing

Immigrants are also over-represented among those with housing affordability problems. The Committee heard testimony that quantified the short-term affordability crisis that strikes newcomers:

Almost three times as many immigrants as Canadian-born have housing affordability and housing security problems.

According to the Longitudinal Study of Immigrants to Canada (LSIC) survey data that we analyzed in our comparative project, six months after their arrival in Canada, at least half of new immigrant renters in Montreal, Toronto and Vancouver were spending 50% or more of their income on housing. This 50% threshold is considered by specialists to be an indication of extreme vulnerability because other essentials in the household budget have to be cut to cover housing costs. There is an increased risk of eviction and homelessness if unexpected additional expenses mean that the rent goes unpaid.

(Damaris Rose, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009)

In 2001, 36% of immigrants were in core housing need, by CMHC's definition, compared to only 13% of non-immigrants.³⁸⁸ One researcher cited data from the LSIC, finding that “close to four in 10 respondents reported difficulties finding housing during the first six months after becoming

³⁸⁵ Immigration and Refugee Board, *2006–2007 Departmental Performance Report*, p. 14.

³⁸⁶ Longitudinal Immigrant Data Base, Citizenship and Immigration Canada (IMDB).

³⁸⁷ Don DeVoretz et al., “The Economic Experiences of Refugees in Canada,” Discussion paper no. 1088, Institute for the Study of Labor, March 2004, p. 30.

³⁸⁸ Wayland (2007), p. 4.

permanent residents.”³⁸⁹ The researcher also identified different kinds of barriers: some barriers are intrinsic to the immigrants themselves, e.g., ethnicity and age, others are transient (like family size, or income level), and still others are outside the influence of the individuals completely, like the structure of the housing market and the availability of affordable housing or subsidies.³⁹⁰

Immigrant organizations have identified the importance of housing in addressing and alleviating poverty among newcomers. For example, the program co-ordinator for the Immigrant and Refugee Community Organization of Manitoba identified an increase in the supply of affordable housing as the first policy change that would alleviate hardship for immigrants in that province.³⁹¹ Yet the Committee heard testimony that housing was not among the services funded through federal immigration settlement funding to civil-society organizations.³⁹²

Research in preparation for Calgary’s 10-year plan to end homelessness also identified the possible need for larger housing units to accommodate larger families among the immigrant population.³⁹³ This need was echoed in a national context in testimony before the Committee:

[In] some national research on the housing needs of immigrants...everyone told us that they need larger units because families are cramped, or extended families want to live together so that one person can be the caregiver and the other people can go to work, and they cannot live together, because we do not have the housing stock for that.

(Barbara Wake Carrol, Evidence, Professor, Department of Political Science, McMaster University, SAST, 1st Session, 39th Parliament, 17 May 2007)

Recommendation 58

The Committee recommends that federal government work with provincial governments and social housing providers to take the necessary steps to provide larger housing units to larger families.

Homelessness

The experience of homelessness among immigrants, however, varies, even across major “gateway” cities. Studies in both Vancouver and Calgary found that ethnocultural groups acted in ways that mitigated against absolute homelessness, even for newcomers with very low incomes.³⁹⁴ However, the authors concluded that many

Newcomers in need rely more on extended families and earlier arrivers from their country in times of housing crisis than on conventional services.

³⁸⁹ Ibid.

³⁹⁰ Ibid., p. 5.

³⁹¹ Abdikheir Ahmed, cited in “Head of Manitoba organization says immigrants struggling in poverty,” Canadian Press, 14 August 2008.

³⁹² Dan Hiebert,, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009.

³⁹³ Ontario Council of Agencies Serving Immigrants, Submission, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009, p. 4; Sharon M. Stroick, “Homelessness: What Do We Know?,” Presentation for Community Summit on Calgary’s 10-year plan to end homelessness, City of Calgary, 23 April 2007, slide 51, http://www.calgary.ca/docgallery/bu/cns/homelessness/homelessness_what_do_we_know.pdf. Accessed 30 April 2009.

³⁹⁴ Daniel Hiebert, et al., “The Profile of Absolute and Relative Homelessness Among Immigrants, Refugees, and Refugee Claimants in the GVRD: Final Report,” May 2005, p. vi; and City of Calgary, “Background Research for the 10-Year Plan to End Homelessness in Calgary,” February 2007, p. 67,

newcomers were among the “hidden homeless,” with no secure accommodations of their own.³⁹⁵ Yet a Toronto study two years earlier found that an increasing proportion of shelter users were in fact immigrants, and called for culturally and linguistically accessible shelters to accommodate what was anticipated to be a growing clientele.³⁹⁶

A more recent study in Toronto of homeless women with children found that women who had not achieved permanent resident status were particularly vulnerable to homelessness.³⁹⁷ Their use of the shelter system was sufficient to warrant the suggestion that a housing program for women awaiting status resolution would better serve these women, and would free up spaces in family shelters intended for transitional housing.

This is consistent with the identification of groups at risk of homelessness by a York University geographer: people without status in Canada, refugee claimants, visible minorities, single parents, young people, and women leaving situations of family violence.³⁹⁸ This research also confirmed that among some immigrant groups, reliance on informal supports from already-settled members of that group supplants reliance on more conventional services.³⁹⁹

Second generation

According to the 2001 Census, approximately one in eight Canadian-born residents has at least one parent who was not born in Canada.⁴⁰⁰ This makes children of immigrants and refugees a significant portion of the population. There is evidence that their education and economic outcomes are

While immigrants can usually “catch up” with the Canadian born, in terms of family income, it is taking them longer to do so than in past generations.

*in the least no worse and in many ways better than those whose parents were born in Canada. Second generation Canadians are less likely to lack high school credentials and more likely to have a university degree; their incidence of reliance on government transfer payments and rates of employment and unemployment are no different; and their average earnings are greater.*⁴⁰¹

Given that immigrant families tend to move out of low-income neighbourhoods within five years of their arrival in Canada,⁴⁰² this suggests that many of the poverty problems associated with immigration are not carried over from the arriving generation to the next.

http://www.calgary.ca/docgallery/bu/cns/homelessness/background_research_10_year_plan_end_homelessness.pdf. Accessed 30 April 2009.

³⁹⁵ Ibid., p. x.

³⁹⁶ Access Alliance, “Executive Summary: Best Practices for Working with Homeless Immigrants and Refugees,” March 2003, p. 4, http://www.settlement.org/downloads/BP_Executive_Summary.pdf. Accessed 30 April 2009.

³⁹⁷ Emily Paradis, et al., “Better Off in a Shelter? A Year of Homelessness & Housing among Status Immigrant, Non-Status Migrant, & Canadian-Born Families,” Centre for Urban and Community Studies, University of Toronto, July 2008, p. iii, <http://www.urbancentre.utoronto.ca/pdfs/researchbulletins/ParadisetalBetterOffinaShelter7-2008.pdf>. Accessed 30 April 2009.

³⁹⁸ Robert Murdie, “Immigrants, Housing, & Homelessness: What Do We Know?.” Presentation, Slide 5, <http://www.urbancentre.utoronto.ca/pdfs/researchbulletins/ParadisetalBetterOffinaShelter7-2008.pdf>. Accessed 30 April 2009.

³⁹⁹ Ibid., Slide 6.

⁴⁰⁰ Abdurrahman Aydemir, Wen-Hao Chen and Miles Corak, *Intergenerational Earnings Mobility Among the Children of Canadian Immigrants*, Statistics Canada, 2005, p. 19.

⁴⁰¹ Ibid.

Data on men and women whose parents were immigrants to Canada show that their high-school completion rates were higher than those of children of Canadian-born parents, but their income comparisons depended on gender: women who were children of immigrants had higher incomes than women of Canadian-born parents; this was not true for men.⁴⁰³ Among men who were children of immigrants, their income differential was even larger if they were also a visible minority.

Persistent problems

The Committee has learned of the particular challenges faced by most newcomers to Canada, especially in recent years as the source countries have shifted. We are particularly concerned at this time, because we are aware that the economic transition for immigrants is closely tied to the business cycle at the time of their arrival.⁴⁰⁴ This could mean even greater challenges for newcomers arriving during this economic downturn.

Immigration policy has favoured more educated immigrants, and their children are enrolled in post-secondary education in higher numbers than the children of Canadian-born parents.

The Committee also learned that there are three stages to the settlement process:

[F]irst, newcomers face immediate needs for assistance and reception services, including basic language instruction; second, intermediate needs such as access to the labour market, housing, health service, upgrades to education and such; and, third, long-term needs to become equal participants in Canadian economy and society....

(Sarah Wayland, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008)

Of the three, the Committee has been advised by this witness that settlement organizations, with the support of federal funding, are providing for support at the first stage, but that the second stage is providing much more of a barrier to full integration. This is consistent with other testimony and submissions to the Committee.

While the Committee will address integration of immigrants in the next section of this study, we understand that for some, these barriers become the causes of poverty, housing challenges, and even relative homelessness.

Employment

For newcomers, as for the Canadian-born, employment is a critical factor in preventing poverty or in overcoming it. The Committee has heard of barriers to employment for immigrants and refugee claimants, across the classes and categories of newcomers.

Credential recognition

The first of these barriers, for those who are being admitted as skilled immigrants, is having the credentials earned in their own countries recognized by Canadian employers:

A huge mismatch exists ... between the admissions policy, or selection policy, in Canada and integration success. [T]hat is a crisis for immigrants. [I]t is frequently a matter of anguish and, indeed, anger amongst immigrants that

⁴⁰² Philip Oreopoulos, *A Critique on Neighbourhood Effects in Canada*, Working paper, Series 004, Policy Research Initiative, 2005, p. 1.

⁴⁰³ Boris Palameta, "Economic integration of immigrants' children," *Perspectives*, Statistics Canada, October 2007, p. 14.

⁴⁰⁴ David Ley, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008.

the terms under which they entered Canada, the valuing of their credentials during the admission process, are quite contrary to the devaluation of those credentials when they look for work.

(David Ley, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008)

This barrier is widely recognized, and has been the focus of considerable public attention, including from provincial and federal governments.

The Committee has learned of both the efforts being made by the federal and provincial governments and by non-government settlement agencies to match the credentials and education of newcomers to the available jobs, and of the continuing barriers to the recognition of credentials from other countries. The Committee applauds those current efforts, including the federal co-ordination role being played by the Foreign Credentials Referral Office in an effort to work with the hundreds of professional and trade organizations that establish standards and requirements in Canada. The dilemma was summarized by a witness:

The recognition of qualifications and credentials from other countries is a critical step in economic security for many newcomers to Canada. Canadian job experience is a second critical contributor.

New immigrants, by and large, come with higher levels of education and professional accreditation than ever before — certainly higher than the average Canadian-born family — and our economy is unable to absorb those people, their skills and their contribution to the economy appropriately.

(Frances Lankin, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008)

As the federal government has begun to address these problems, a recommendation is included in the description of these initiatives, later in this section of the report.

Lack of Canadian experience

The Committee recognizes that recognition of credentials from other countries does not necessarily lead to employment, even for the skilled immigrant:

Credentialing does not guarantee someone a job. Just because an immigrant has a piece of paper that interprets their credentials does not mean an employer will hire them. This is the real issue. The federal government has standards for entry into this country, but the federal government, for the most part, has nothing to do with hiring immigrants. Access to the labour market is essentially through the private sector and the public sector. The federal government could lead by example in this. Credentialing is one small piece of it.

(Sarah Wayland, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008)

As noted in an earlier chapter, the barriers to employment for newcomers are many. In particular, potential employers often require Canadian experience, making it virtually impossible for immigrants to get jobs in fields for which they are educated and/or trained. Racism and discrimination also pose significant barriers. A submission to the Committee suggested that

*... government give an incentive to companies that give an immigrant their **first** job in Canada in **their** field of expertise. This will immediately do away with that all too infamous response 'No Canadian experience'.⁴⁰⁵*

⁴⁰⁵ Nick Noorani, "Comments on Poverty, Housing and Homelessness: Issues And Options," Submission to the SAST, p.2.

The same proposal came from two expert witnesses:

We have heard that perhaps we should have bridging programs. We will provide funding or subsidies for employers to hire these individuals, who are already accredited yet lack the Canadian experience, then they would be able to at least enter the profession on that bridging program. Hopefully, they would gain the Canadian experience needed to further advance their career in that field. Perhaps the government could consider funding bridging programs for these professionals.

(Avy Go, Clinic Director, Metro Toronto Chinese & Southeast Asian Legal Clinic, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008)

[W]e are really going to have to grapple with the idea that we need to look at incentives. We need to look at issues like employment equity, but we also need to look at incentives beyond that.... We have to be able to say to employers that immigration is our future. As a government and as a country, this is what your write-off is... we are going to have to take a huge breath and say, yes, we are going to have to give some money to some employers in the private sector.

(Debbie Douglas, Executive Director, Ontario Council of Agencies Serving Immigrants, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009)

The Committee believes that the government bears some responsibility in helping immigrants, particularly those selected through the federal skilled worker stream, succeed in the labour market. Providing an incentive to employers to hire newcomers may help the latter overcome both the hurdles of Canadian experience and racism. The federal government should look into providing a tax credit to employers who offer newcomers their first job – the Employment Integration Program for Immigrants and Visible Minorities in Quebec provides an interesting model.

Recommendation 59

The Committee recommends that the federal government develop a tax credit for employers who hire newcomers for their first job in their field or area of expertise.

Access to income

Sponsorship

As a means to reunification, newcomers' Canada-based family members are often required to "sponsor" the income family members. Under binding sponsorship agreements, the sponsor agrees to take responsibility for the immigrating family member for 10 years; should a newcomer apply for and receive benefits from a wide range of income security programs, including social assistance, the sponsor is legally liable to repay any funds received.

This is likely the cause of under-representation of newcomers on social assistance roles, as described by a witness:

In British Columbia, 3.5% of the population claimed on their 2005 tax form that they received social assistance. Within the immigrant community, that is the non-Canadian-born community, that was 1.5%. This is an extraordinary statistic when we realize that this is a group with low average incomes, and yet they are receiving very low rates of social assistance. We should think long and hard about what that means.

(Dan Hiebert, Professor of Geography, University of British Columbia, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009)

Immigrants who are sponsored by family members, for 10 years after arrival, may be vulnerable to poverty and worse, depending on the relationship with and health of the sponsor(s).

Old Age Security/Guaranteed Income Supplement (OAS/GIS)

While Old Age Security is often considered the equivalent of a “guaranteed annual income” for Canadians over the age of 65, without consideration of other sources or levels of income, this is often not the case for immigrants.

Residency requirement

Immigrants who entered Canada under the “family class”, and who have been in Canada less than 10 years do not qualify to receive OAS. This residency requirement has been described as a “significant crack that many immigrant seniors fall through.”⁴⁰⁶

Canadian agreements with other countries

Canada has signed social security agreements with some other countries, which provides for benefits under OAS (and possibly the Canada Pension Plan) to be paid by Canada or the country of origin to seniors who have not been resident in Canada for the required periods of time.⁴⁰⁷ However, not all immigrants benefit from such agreements:

People who come from China, India, Pakistan and Russia, which for the last 10 years have been among the top ten source countries for immigration, and seniors who are coming in, if you look at our selection policies around immigration, these are the people coming in on family reunification. The fact they have not been able to work within Canada and the fact that Canada does not have an agreement with those countries means they are not able to access our pension plans. That puts an undue burden on the families coming in.

(Debbie Douglas, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009)

1/40th rule

In addition, to qualify for the maximum amount of OAS benefits, an individual must have been in Canada for 40 years past the age of 20. Anyone turning 65 who has not lived in Canada for that period of time will never receive the full benefit under current regulations.⁴⁰⁸

The final report of the Special Senate Committee on Aging gave both attention and a recommendation with respect to how the restrictions in access to these programs contributes to newcomer poverty⁴⁰⁹ The Special Committee also cited the injustice of denying people who have lived in Canada long enough to become citizens access to a program offered to all Canadians regardless of circumstance. The Committee echoes that Committee’s recommendation, recognizing that it would contribute to an overall reduction in newcomer poverty, including with respect to OAS/GIS:

Recommendation 60

The Committee recommends that the federal government reduce the immigration sponsorship period from 10 years to three years similar to the regulations pertaining to conjugal sponsorship, and make a commensurate reduction in the residency requirement for entitlement to a monthly pension under the *Old Age Security Act*.

⁴⁰⁶ Alternative Planning Group, Citizenship Matters: Re-examining Income (In)Security of Immigrant Seniors, Wellesley Institute, May 2009, p. 6. <http://www.wellesleyinstitute.com/files/APG%20report%20final.pdf>. Accessed 23 August 2009.

⁴⁰⁷ Service Canada, “What is a social security agreement?” <http://www.hrsdc.gc.ca/eng/isp/ibfa/socagree.shtml>. Accessed 23 August 2009.

⁴⁰⁸ Alternative Planning Group, p. 6.

⁴⁰⁹ Special Senate Committee on Aging, *Final Report*, p. 31.

Refugees income support

Resettled refugees may be eligible for financial assistance under the Resettlement Assistance Program (RAP) for a period of up to one year for regular cases and up to two years for special needs cases resettled through the Joint Assistance Sponsorship (JAS) program.

Since the *Immigration and Refugee Protection Act* came into force in 2002, the government has prioritized protection need over ability to establish economically in Canada as the principle for selection of resettled refugees. This policy change may help explain the changing characteristics of resettled refugees, who since 2002 have higher and more varied needs than previous refugee populations.⁴¹⁰ Researchers in British Columbia, for example, have observed that government-assisted refugees are increasingly “medically compromised clients” who have endured protracted stays in refugee camps, and many have little to no formal education experience and low literacy rates.⁴¹¹

Given the poverty resettled refugees experience and the multiple barriers they face to self sufficiency and integration, the resettlement assistance program is a valuable policy tool available to the federal government to improve the income security of this vulnerable group:

Canada is choosing to bring refugees from protracted refugee situations, people who have tremendous challenges. It will take a long time for these people to integrate fully into Canadian society. We ought to be adjusting our social programs and housing programs to take that into consideration. When Canada chose in 2002 to do the right thing, which is to emphasize need in terms of the selection of overseas refugees to be brought to Canadian cities over adaptability, they did not increase the budget for social integration of that population, and this was a public policy mistake that ought to be rectified.

(Dan Hiebert, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009)

The Committee is concerned that this period of assistance is not sufficient to permit refugee families to settle in Canada and become financially self-sufficient. Refugees themselves made this argument in the evaluation conducted of the Resettlement Assistance Program (RAP) in Ontario, giving financial assistance the lowest score among RAP programs and talking about the difficulties the low level of support created for their families.⁴¹²

Recommendation 61

The Committee recommends that the federal government extend eligibility for the resettlement assistance program for refugees to two years for regular cases and to four years for joint assistance sponsorships.

Travel loan repayment

The Committee has heard that when the federal government sponsors refugees and brings them to Canada, the cost of the travel involved is considered a loan that these newcomers must repay, often before they are fully integrated economically. Although this group is eligible for social assistance, the Committee has seen (and discussed earlier in this report) the inadequacy of the income received to

⁴¹⁰ CIC, *Departmental Performance Report 2007–2008*, p. 37.

⁴¹¹ Gulalai Habib, “Government-Assisted Refugee Settlement in B.C.”, presentation at the Metropolis BC Policy Research Symposium, November 2008, http://www.riim.metropolis.net/knowledge/ppt/Habib_Metropolis%20BC%20Symposium%20%5BNov702008%5D.ppt. Accessed 22 May 2009.

⁴¹² Power Analysis Inc, *Evaluation of the Resettlement Assistance Program: Final Report*, January 2002, p. 74.

cover even minimal household expenses, much less repay large debts. A witness described the situation these refugees find themselves in:

I find it a great tragedy that our government-assisted refugee program requires that the people who are brought to Canada repay the cost of their transportation. That means in practice that a family that comes from another country and has settled in a Canadian city is given a very large bill six months after they arrive. They have a very large debt. This debt must be paid out of social assistance, because this is before these people have had a chance to find a job or to integrate economically in Canadian society.

This puts a tremendous burden on the households, and the lifestyles, of our government-assisted refugees. I wish your committee could do something to convince the Government of Canada that this is wrong-headed policy. It puts these people at too big a disadvantage.

(Dan Hiebert, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009)

Recommendation 62

The Committee recommends that the federal government establish a repayment schedule and loan forgiveness program for travel loan repayment by government-sponsored refugees, that takes into account the time needed to integrate and the household income upon employment.

Barriers to training

The Committee has heard of barriers to training for many, caused by federal funding being focused (though not exclusively) on funding training through the Employment Insurance system. While many are not eligible, which is discussed more fully elsewhere in this report, it is a particular barrier for newcomers, who have not yet been employed in Canada.⁴¹³

Our problem with immigrants, particularly in Ontario, is that not only are most immigrants, particularly women, in contingent work ... but immigrants are not even qualifying for the retraining dollars.

(Debbie Douglas, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009)

Some of the solutions to these barriers are included among promising practices in this chapter, and others are included in recommendations in the Common Cause section of this report.

Promising Practices

Settlement services

The Committee has heard consistently about the importance of the services offered by non-government organizations across Canada in helping newcomers to access programs and services for which they are eligible, including income and housing support for refugees, and language support for immigrants. While the Committee will deal more extensively with these services in the next block of this Cities study, we wished to highlight the importance and value of these organizations in moving newcomers closer to integration into employment and communities.

Across Canada, community agencies are helping newcomers get settled upon their arrival, but can rarely offer enough support to help them become full social and economic participants in Canadian cities.

⁴¹³ Sarah Wayland, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008; and Debbie Douglas, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 6 May 2009.

Credential recognition in initiatives

The Committee is aware of the considerable attention and funding by the federal government to encourage, facilitate and co-ordinate processes and policies to recognize the education and credentials brought to Canada by newcomers. With hundreds of professional and government agencies involved in establishing and administering credentials for Canadians, each of which has a role to play in ensuring that credentials of immigrants and refugees are assessed, the task is not a simple one.

Despite the Committee's concerns about on-going barriers, the efforts by both the Foreign Credential Recognition Office (CIC) and by the Foreign Credentials Referral Office (HRSDC) that are currently underway are important and valuable. The Committee commends the federal government for its 2009 commitment to the development of a framework to speed up the assessment and recognition of foreign qualifications, and for its continuing efforts to accelerate the recognition of credentials of newcomers.

Recommendation 63

The Committee recommends that the federal government accelerate its work with provincial governments and other relevant agencies to complete and implement a framework leading to the recognition of qualifications from other countries, and report annually to Parliament on its progress.

Bridging programs

The Committee heard from witnesses of the role of "bridging programs" in assisting newcomers to find appropriate employment upon their arrival in Canada.⁴¹⁴ These programs include mentoring, specialized training to accelerate qualification for Canadian credentials in select trades and professions, and other supports. The award-winning programs⁴¹⁵ offered by the Toronto Region Immigrant Employment Council, which also engage employers in program design and delivery, have demonstrated how they can succeed.

Recommendation 64

The Committee recommends that the federal government support bridging programs, especially for immigrants with professional qualifications from their countries of origin, through immigrant settlement funds and agreements.

⁴¹⁴ Avy Go, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008.

⁴¹⁵ "TRIEC receives Ontario's Newcomer Champion Award," 23 June 2009. <http://www.triec.ca/news/story/195>. Accessed 18 September 2009.

5.4 Lone Parents

Snapshot

Statistics Canada reports that 72% of total income in all lone-parent families came from earnings,⁴¹⁶ yet the table below shows the lower median income over time of lone-parent families than other family types of more than one person, despite rising incomes in recent years. While there have been strong arguments made that employment is the necessary condition to reduce or eliminate poverty among lone parents, Statistics Canada reports that workers who are heads of lone-parent households (along with unattached individuals) were two to three times more likely to be poor than workers in other kinds of households.⁴¹⁷

Lone parents have the lowest incomes of any other kind of family with two or more members, including elderly couples.

Table 2 - Median after-tax income, by economic family type⁴¹⁸

	1986	1996	2006
	2006 constant \$		
Economic families, two people or more	51,500	49,100	58,300
Elderly families	34,600	35,800	42,400
Married couples only	30,500	35,000	41,400
All other elderly families	45,900	38,100	46,800
Non-elderly families	54,000	52,000	62,000
Married couples only	49,700	48,500	57,900
Two-parent families with children	56,800	56,200	67,900
Married couples with other relatives	72,900	71,900	88,800
Lone-parent families	25,300	23,400	34,900
All other non-elderly families	43,300	47,700	55,300
Unattached individuals	19,900	18,500	22,800
Elderly males	17,800	19,400	22,100
Elderly females	16,200	17,800	20,500
Non-elderly males	24,500	20,600	26,300
Non-elderly females	21,300	16,600	21,500

Source: Statistics Canada, CANSIM table 202-0605.

The Committee heard from local officials and stakeholders of this trend toward low-income single-parent households in their cities and of the particular challenges they face:

⁴¹⁶ Statistics Canada, *The Canadian Labour Market at a Glance, 2007*, 2009, p. 78. <http://www.statcan.gc.ca/pub/71-222-x/71-222-x2008001-eng.pdf>. Accessed 17 July 2009.

⁴¹⁷ Dominique Fleury and Myriam Fortin, "When Working is not enough to Escape Poverty: An Analysis of Canada's Working Poor," Working Paper, HRSDC, August 2006, p. 36. <http://www.hrsdc.gc.ca/eng/cs/sp/sdc/pkrf/publications/research/SP-630-06-06/SP-630-06-06E.pdf>. Accessed 17 July 2009.

⁴¹⁸ Statistics Canada, *Canada at a Glance, 2009*, p. 10. <http://www.statcan.gc.ca/pub/12-581-x/12-581-x2008001-eng.pdf>. Accessed 17 July 2009.

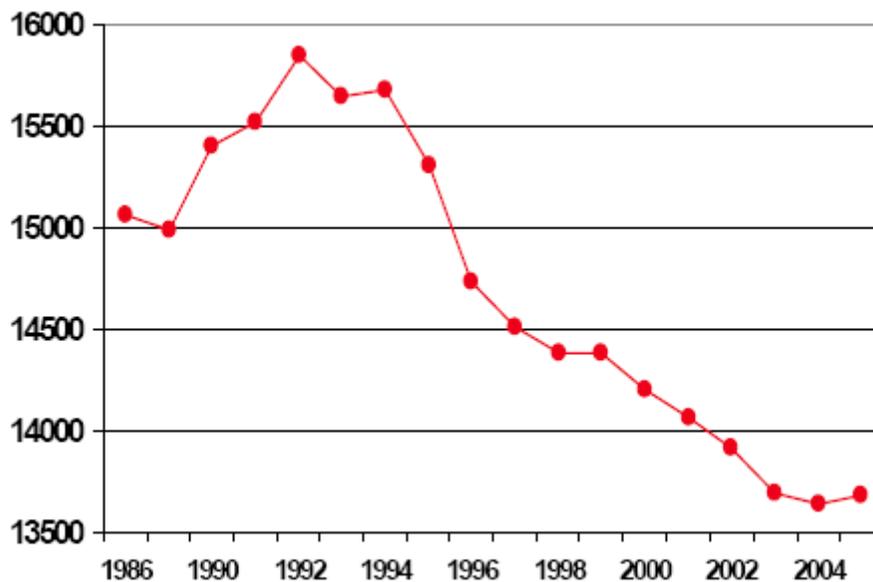
[A]s family patterns shift from those of the 1950s and 1960s, the single-mother led family is more common in Saint John with each new census year. As a result, because the majority of these single-mother led families cannot get out of poverty, the ratio of Saint John children living in poverty continues to climb.

(Tom Gribbons, Evidence, (SAST), 1st Session, 39th Parliament, 13 June 2007)

In 2004, more than one-third of lone-parents were living below the poverty line as measured by the Market Basket Measure.⁴¹⁹ The figure below, provided by one of the Committee's witnesses, demonstrates the falling incomes from social assistance for lone parents, mostly single mothers, which may be contributing to this high poverty rate.

In 2004, more than one-third of lone parents were living with incomes before the low-income cut-off lines.

Figure 20 - National welfare incomes for lone parents over time⁴²⁰



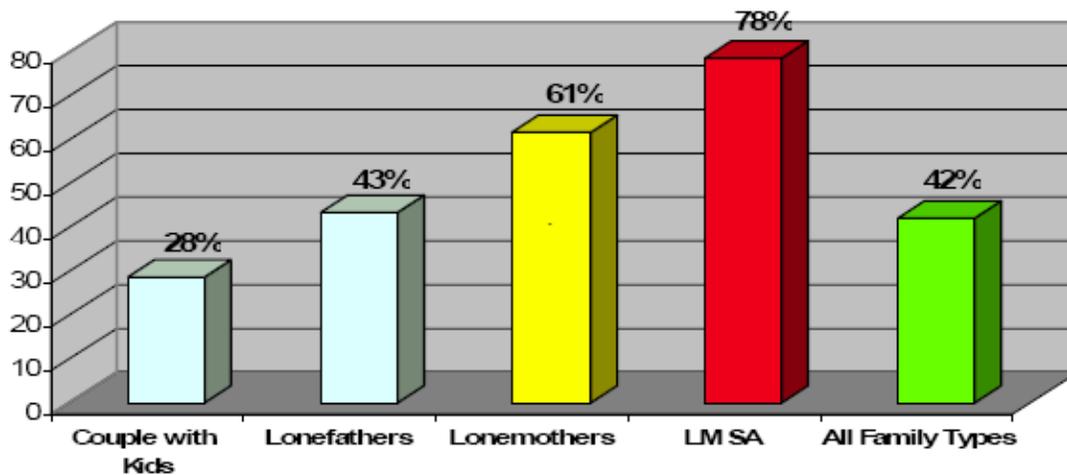
Source: Derived from SLID data, Dunn and Caragata, 2008

More lone parents, especially lone mothers, face housing affordability problems than other family types. The figure below demonstrates that the proportion of lone mothers on social assistance in core housing need is even higher than for other lone mothers.

⁴¹⁹ Laurie (2007), p. 28.

⁴²⁰ Leah Caragata, Submission to the Subcommittee on Cities, 2nd Session, 40th Parliament, 2 April 2009.

Figure 21 - Percentage of families with core housing need⁴²¹



While policy and programs of importance to this group are not targeted exclusively to lone parents, except for the establishment of social assistance rates by provincial and territorial government, the Committee is aware that some programs are of particular importance to this group, e.g., investment in early child development, increases to the National Child Benefit and the Working Income Tax Benefit, and increased opportunities for education and training. The Committee has made recommendations with respect to these programs in Section 2 of this report.

5.5 Aboriginal peoples

Jurisdiction

Unlike the other over-represented groups, legal and constitutional jurisdictional issues with respect to responsibility for Aboriginal peoples have been hotly debated in Canada over many years and on many occasions, leaving some Aboriginal peoples in limbo.

Aboriginal peoples are defined in the *Constitution Act, 1982* (section 35) as the “Indian, Inuit and Métis peoples of Canada.” Despite this broad constitutional definition, the federal government’s current policy is that its responsibility – with a few exceptions – extends only to Indian people resident on reserve, while provincial governments have a general responsibility for Aboriginal peoples living off reserve. Neither the federal nor the provincial governments have accepted any special responsibility for the Métis and non-status Indian population. As a result, registered Indians are eligible for a range of federal programs and services delivered by a variety of federal government departments and agencies. Federal programs, albeit of lesser scope, targeted to off-reserve registered Indians are also available. The disparity in the range of available programs and services to this group, however, represents a long-standing grievance.

By virtue of subsection 91(24) of the *Constitution Act, 1867*, there is a legal, clear constitutional basis for federal responsibility for First Nations on-reserve. The federal government accepts that it has primary responsibility for on-reserve First Nations, but not that it has exclusive jurisdiction. The status of the Métis and the non-registered Indian population under subsection 91(24) of the

⁴²¹ Ibid.

Constitution Act, 1867 remains undetermined. The federal government maintains that it does not have exclusive responsibility for these groups, and that its financial responsibilities for these groups are therefore limited.⁴²²

As with the debate over federal and provincial authority for many areas of social policy, witnesses expressed their exasperation with the lack of co-ordination:

[W]e have had almost half a century of debate between federal and provincial ministers and ministries about who is responsible for urban Aboriginal people. The royal commission suggested that that be resolved. It really needs to be resolved and [...] it needs to be resolved with the input of Aboriginal people. Fifty years of debate is getting to be too much.

(Evelyn Peters, Professor, University of Saskatchewan, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 3 April 2008)

The Committee also heard from witnesses who believe that their Indian status is not lost when they leave reserve, and that federal responsibility should travel with them from reserve to other communities:

It must also be recognized that just because we leave the reserves, we do not lose our status as Aboriginal First Nations people or whatever, and if we are living on-reserve, we do not usually run into discrimination until we leave the reserve. That is where the problems start, and significant problems arise from that particular aspect.

(Charlie Hill, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 5 June 2009)

Snapshot

Because this study focuses on major Canadian cities, and neither Aboriginal communities in the northern territories nor on reserves are located in these cities, our focus has been on off-reserve Aboriginal peoples. In 2006, Statistics Canada reported that, for the first time, more than half the Aboriginal population (54%) lived in urban areas. The urban Aboriginal population is predominantly young and concentrated in western cities, where they represent a considerable share of the population. In particular, Winnipeg, Saskatoon, Regina, Edmonton and Prince Albert have relatively high concentrations of Aboriginal people.

Aboriginal people moving from reserves or traditional lands and communities face more than discrimination and poverty; they also face changes in services available to them, and benefits associated with Aboriginal status.

The Committee heard testimony that some Aboriginal peoples in cities are integrating into middle-class jobs and communities.⁴²³ However, while urban Aboriginal people tend to fare better on a range of socio-economic indicators than their on-reserve counterparts, the statistics are rarely encouraging. In 2000, the Canadian Council on Social Development found that Aboriginal people living in cities were more than twice as likely as their non-Aboriginal counterparts to be living in poverty. Another study found that more than half of urban Aboriginal households were living below the Low-Income Cut-Off line.⁴²⁴

⁴²² Calvin Hanselmann and Roger Gibbins, "Another Voice Is Needed: Intergovernmentalism in the Urban Aboriginal Context", in *Canada: The State of the Federation*, 2003, p. 79.

⁴²³ Douglas Durst, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 April 2009.

⁴²⁴ Andrew Siggner, "The Challenge of Measuring the Demographic and Socio-Economic Conditions of the Urban Aboriginal Population", *Not Strangers in These Parts: Urban Aboriginal Peoples*, edited by David Newhouse and Evelyn Peters, Policy Research Initiative, 2003, p. 128.

The incidence of poverty among the urban Aboriginal population is greatest in western urban centres. For example, Winnipeg, Saskatoon and Regina posted significantly high rates of urban Aboriginal poverty.

It is clear that urban Aboriginal people, like everyone else, are a heterogeneous group. They include people with widely varying incomes, education attainment levels, and employment situations. In recent years, in some cities, Aboriginal peoples are catching up to their non-Aboriginal urban neighbours, in terms of school attendance rates of 14 to 19 year olds,⁴²⁵ and graduation rates.⁴²⁶ Growing percentages of urban Aboriginal people are earning incomes of \$40,000 or higher.⁴²⁷ Nevertheless, overall, a significantly larger proportion of Aboriginal people in cities are poor, compared to non-Aboriginal urban dwellers.⁴²⁸

All across Canada, employment rates for Aboriginal peoples in 2001 were 10 percentage points below those of non-Aboriginal peoples.

Urban Aboriginal peoples are over-represented in many groups that experience high levels of poverty regardless of their Aboriginal status. For example, lone-parent families face a much higher risk of poverty than two-parent households in general, but for Aboriginal lone parents, the risk is even higher. Specific rates for specific cities are provided in the figure below.

Recent research has shown that Aboriginal students in the four western provinces are over-represented among those with less than a high school diploma, and vastly under-represented among those with a university education or higher.⁴²⁹ In the same provinces, Aboriginal peoples are under-represented among the employed, as shown in Figure 23 below. Canada-wide, Aboriginal people are three times more likely to be unemployed than the general population.⁴³⁰

⁴²⁵ Andrew J. Siggner and Rosalinda Costa, *Aboriginal Conditions in Census Metropolitan Areas, 1981-2001*, Statistics Canada, 2005, p. 27. <http://www.statcan.ca/english/research/89-613-MIE/89-613-MIE2005008.pdf> Accessed 9 September 2009.

⁴²⁶ John Lorinc, 'Making Space for Urban Aboriginals, in *The New City: How the Crisis in Canada's Urban Centres Is Reshaping the Nation*, Penguin Canada, 2006, p. 138.

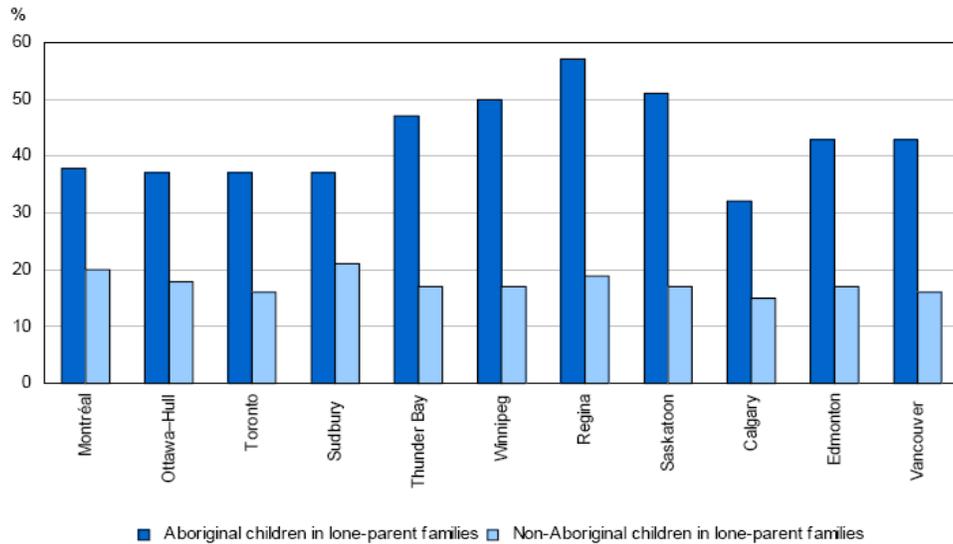
⁴²⁷ Katherine A.H. Graham and Evelyn Peters, *Aboriginal Communities and Urban Sustainability*, Discussion Paper F|27, Canadian Policy Research Networks, 2002, p. 31.

⁴²⁸ Evelyn Peters, 'Geographies of Urban Aboriginal People in Canada: Implications for Urban Self-Government', in *Canada: The State of the Federation 2003 – Reconfiguring Aboriginal-State Relations*, edited by Michael Murphy, McGill-Queens University Press, 2003, p. 42.

⁴²⁹ Ben Brunnen, *Achieving Potential: Towards Improved Labour Market Outcomes for Aboriginal People*, Building the New West Project Report #19, Canada West Foundation, 2003, p. 9.

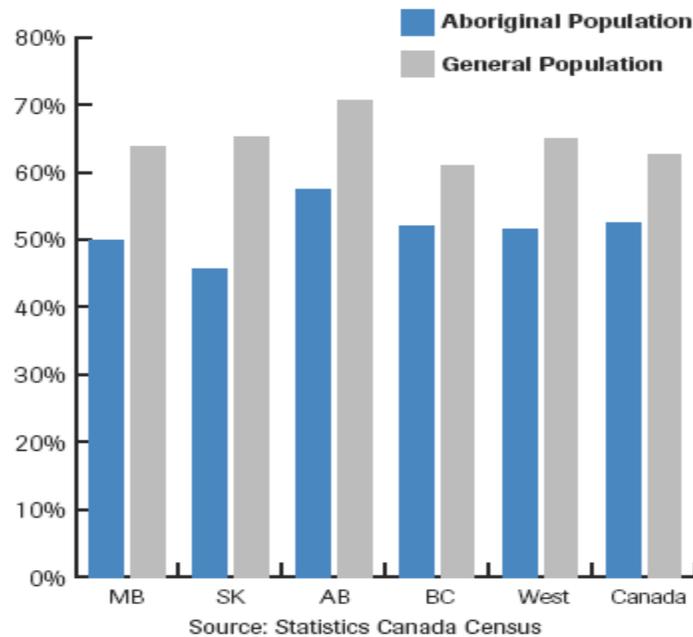
⁴³⁰ *Ibid.*, p. 7.

Figure 22 - Percentage of children under 15 years in lone-parent families, in selected cities, 2001⁴³¹



Source: Statistics Canada, Census of Canada, 2001.

Figure 23 - Employment rates, 2001 census⁴³²



Source: Statistics Canada Census

The Royal Commission on Aboriginal People identified three ways in which urban Aboriginal people are underserved by health and human services. While they are theoretically eligible for services available to the general population, jurisdictional disputes (addressed in more detail below) and access to culturally appropriate programs and services (also addressed in greater detail below)

⁴³¹ Siggner and Costa (2005), p. 35.

⁴³² Brunnen (2003), p. 6.

have often resulted in an inadequate range and level of service for this segment of the population.⁴³³ Furthermore, Status Indians living off reserve are often unable to access the same level of services.

Finally, urban Aboriginal peoples are also among those facing the greatest housing affordability and security challenges, and are increasingly concentrated in large urban areas – particularly Vancouver, Winnipeg, Toronto, Calgary and Edmonton. The barriers that exclude low-income Canadians from adequate housing are compounded for Aboriginal peoples by racism, high mobility rates, and inexperience in navigate the complexities of urban life. The combined effect of these factors makes housing for Aboriginal peoples a top priority for some witnesses:

Above all of the housing issues — both in terms of on- and off-reserve and in urban Canada—Aboriginal housing is the number-one issue we should be addressing. Their core housing need is so much more severe than for any other group in our society. Canada stands accused — and rightly so — all over the world for its negligence in dealing with that issue.

(John Anderson, Director, Government Affairs, Public Policy, Canadian Co-operative Association, Evidence, SAST, 2nd Session, 39th Parliament, 21 November 2007)

Persistent problems

Jurisdictional arrangements

These jurisdictional disputes have direct impacts on First Nations peoples moving from reserve to city; for example, they lose their right to uninsured health benefits, including prescription drugs and dental care. Although, they become eligible for provincial social assistance and social services programs, one witness described the complexity that can result:

One of the most difficult areas, for those Aboriginal persons that have disabilities or mothers who have children with disabilities, is accessing services. Particularly, things like non-insured health benefits can be a serious problem for those that have status.

A simple task for mothers, such as getting eyeglasses for their children, can run into a logistical nightmare through the difficulty of ping-ponging between the band offices, federal Indian and health services and provincial authorities. Sometimes they are better off if they do not have status because they can access the provincial programs directly.

(Douglas Durst, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 April 2009)

The Committee heard from witnesses, one cited at the beginning of this section, who believe that their First Nation status is not lost when they leave reserve, and that federal responsibility should travel with them from reserve to other communities.

Inadequate funding for off-reserve housing

One of the most affected by housing problems are Aboriginal Canadians living off-reserve and increasingly concentrated in large urban areas – particularly Vancouver, Winnipeg, Regina, Toronto, Calgary and Edmonton. The focus of the federal government executive and legislative authority with respect to housing and other services for Aboriginal peoples has historically and primarily been on First Nations people living on reserves. With respect to on-reserve housing, however, the government states that it provides assistance based on policy and not treaty right. The federal government does provide some programs, albeit of a lesser scope, to off-reserve Aboriginal people, again on the basis of policy.

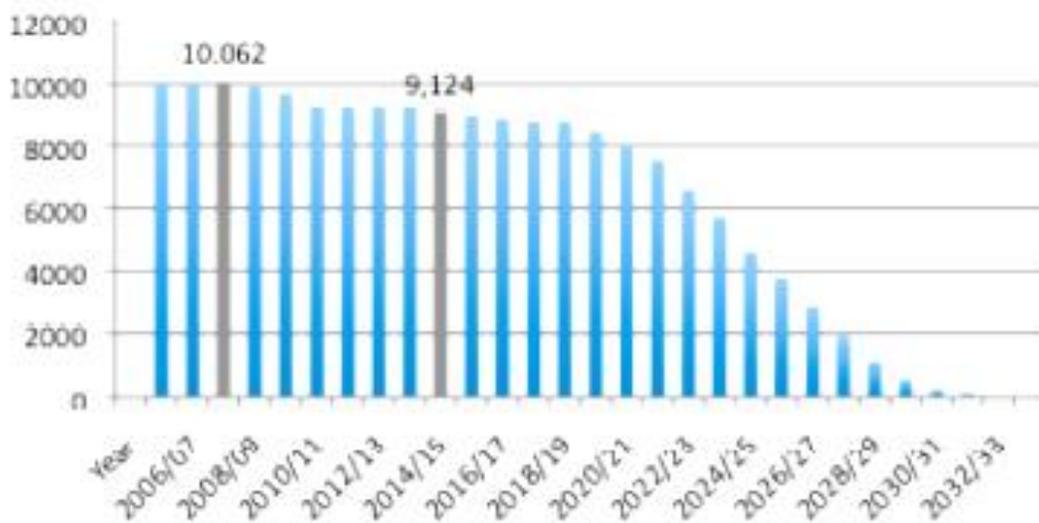
⁴³³ Summarized in Hanselmann and Gibbins, p. 80.

From 1953 to 1993, almost all non-market federal affordable housing projects⁴³⁴ were funded through four joint federal/provincial programs under the *National Housing Act*; these programs provided capital and/or operating subsidies to different types of projects. The Urban Native Housing Program was among them. The last funding for new projects under the program was provided in 1992. During the 30 years the program was in operation, fewer than 20,000 units were delivered, 11,000 of them in cities and towns. The federal government continues to provide operating subsidies for previously approved non-market projects, but since the end of 1993 it has provided no money for new projects under this program.

In 1996, the federal government took steps to transfer administrative responsibility for social housing, including off-reserve Aboriginal housing, to the provinces and territories. In Ontario, responsibility for the management of the still active portion of the Urban Native Housing Program was further devolved to municipalities. The subsidies are only available to the end of the mortgage period, after which Aboriginal groups are expected to manage without subsidy.

The action plan put forward by the National Aboriginal Housing Association, submitted to the Committee, indicates that close to 10,000 units funded under the Urban Native Housing program are “at risk” without renewed subsidies and renovation, starting last year as agreements began to expire.⁴³⁵ These agreements will all expire over the next 20 years, with one-tenth of the units losing their subsidy in the coming year.⁴³⁶ The figure below captures the anticipated losses.

Figure 24 - Expiry of subsidy – urban native units⁴³⁷



While many non-profit housing providers are also facing the expiry of operating subsidies under other federally funded programs,

⁴³⁴ Non-market housing is housing provided for those who cannot pay market rents and is owned by a government, a non-profit or co-operative society.

⁴³⁵ National Aboriginal Housing Association, “A Time for Action: A National Action Plan to Address Aboriginal Housing,” June 2009, p. 11.

⁴³⁶ Ibid.

⁴³⁷ Ibid.

*The issue of expiring agreements and post expiry viability is more acute in the urban native portfolio because agreements were often shorter so expiry is earlier; and there tends to be deeper targeting – the residents are lower income and more concentrated...*⁴³⁸

Urban Aboriginal housing providers, in testimony⁴³⁹ and in less formal conversations⁴⁴⁰ with Committee members, have explained that they are unable to charge market rents for any of their units and still meet the needs of urban Aboriginal tenants. Consequently, they are unable to cross-subsidize rents from market-rent units, as many other non-profit housing providers do when faced with the end of operating subsidies.

The Committee heard testimony demonstrating some of the impacts on one particular organization:

Aboriginal housing in Winnipeg is faced with the immediate challenge of telling Aboriginal families that there is no longer a subsidy attached to that unit funded by the federal government. The family will be turfed out... [Selling units for a profit] might be their only alternative if there is no support given for those families who are facing those issues.

(Jino Distasio, Evidence, SAST, 1st Session, 39th Parliament, 17 May 2007)

The Committee also heard that this program was critical to recognizing and meeting the needs of urban Inuit in Canadian cities as well:

What is essential is a clear commitment by the federal government to address the fact that Inuit peoples do not have the same level of access to urban housing specific to their needs as other indigenous groups. This access can be achieved readily by reviving the Urban Native Housing Program in its entirety and by revising the downloading over the last several years of the administration segment to the provinces. Instead of walking away from their obligation, as has occurred, the federal government, through the Canada Mortgage and Housing Corporation, can and should revitalize what was an excellent vehicle for providing affordable housing for native peoples.

(Lynda Brown, President, Inuit Non-Profit Housing Ottawa, Evidence, SAST, 2nd Session, 39th Parliament, 29 November 2007)

Following the end of the Urban Native Housing Program, the housing programs and services offered by the federal government for off-reserve urban Aboriginals were for the most part those that were available to all Canadians. These programs consisted of the Affordable Housing Initiative (AHI) and housing renovation programs delivered by CMHC. On its web site, CMHC identifies a number of services for off-reserve Aboriginal peoples but they are generally programs that are available for anyone who qualifies for them. Witnesses have told the Committee that they are not sufficient to provide the on-going support of affordable housing units for off-reserve Aboriginal peoples:

Regardless of the program model we use or how we deliver it, it does not involve one-time funding or 25 years of funding. It is permanent funding. It is something that will not go away.

(Lawrence Poirier, Evidence, SAST, 1st Session, 39th Parliament, 29 November 2007)

⁴³⁸ Ibid., p. 16.

⁴³⁹ Lawrence Poirier and Lynda Browne, Evidence, SAST, 1st Session, 39th Parliament, 29 November 2007.

⁴⁴⁰ Site visit by Subcommittee on Cities, Gabriel Housing Corporation, Regina, 14 July 2009.

Recommendation 65

The Committee recommends that the federal government provide on-going subsidies to off-reserve, non-profit Aboriginal housing providers for new and existing units to ensure increased supply of affordable housing.

Access to culturally appropriate services

Aboriginal peoples are often unable to make use of existing mainstream services, either because they feel judged by providers, e.g., shelters, health services, or because the services provided do not meet their needs, e.g., lack of social housing units large enough to accommodate families with more children. Also, there may be a “culture shock” for Aboriginal people making this move:

For Aboriginal persons arriving from a life on reserve there is a major cultural adjustment and accordingly, customized culturally sensitive programming and service delivery may be required especially if the goal is to facilitate successful transition. This includes supports in life-skills and in improving educational readiness and labour market skills so that these persons and families can secure employment and increasing self-sufficiency, rather than reinforcing poverty and deprivation with the only change being geographical.⁴⁴¹

This is consistent with a 2007 research report on meeting the needs of urban Aboriginal peoples who are homeless, which observed that

“The approaches of shelters for Aboriginal people, run by Aboriginal people, differ fundamentally from mainstream shelters; these differences make Aboriginal shelters more effective than mainstream shelters in assisting Aboriginal clients.”⁴⁴²

The Committee also notes that the Standing Senate Committee on Aboriginal Peoples in its report on urban youth called for federal funding specifically for culturally appropriate services for youth in transition from reserve to urban contexts.⁴⁴³

One witness identified the importance of Aboriginal-run programming:

Aboriginal-controlled organizations in all of the cities of Canada — and some rural areas too — ... are more likely to be culturally responsive, to deliver services that are appropriate and that are actually closer to the communities that need the service.

(Frances Abele, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 April 2009)

Loss of benefits

As First Nations peoples move from reserve to City, they face specific challenges. In addition to losing entitlement to specific benefits, e.g., uninsured health benefits, including prescription drugs and dental care, they face a cultural change of enormous proportions.

⁴⁴¹ National Aboriginal Housing Association, “A Time for Action,” p. 15.

⁴⁴² Andrew Webster, “Sheltering Urban Aboriginal Homeless People: Assessment of Situation And Needs,” National Association of Friendship Centres In collaboration with The Institute of Urban Studies, University of Winnipeg, November 2007, p. 9.

⁴⁴³ Standing Senate Committee on Aboriginal Peoples, *Urban Aboriginal Youth*, p. 59.

Promising practices

Urban Aboriginal Strategy

The Urban Aboriginal Strategy (UAS) was introduced by the federal government in 1998 to “...address, in partnership with stakeholders, the serious socioeconomic needs of urban Aboriginal people. The UAS is designed to improve policy development and program coordination at the federal level and with other levels of government.”⁴⁴⁴ It originally was an attempt to co-ordinate existing programs, to avoid overlap and fill gaps. However, in 2003, \$25 million was allocated for pilot projects; in 2004, the project was extended to 2006-2007, and the budget for pilot projects doubled to \$50 million. While this program has received mixed reviews, with some of its flaws covered in the previous section, the consensus was that it offers promise, and is a model that could and should be extended to more communities.

The Urban Aboriginal Strategy has demonstrated some success in the communities in which it is available, providing the foundation for culturally appropriate supports of many kinds.

In 2007, the current federal government made a five-year \$68.5 million commitment to the UAS, and set three broad priorities: improving life skills; promoting job skills, training and entrepreneurship; and supporting Aboriginal women, children and families.⁴⁴⁵ Although the program was always intended to promote intergovernmental collaboration at the local level, this is now a requirement, in that a community plan developed by all stakeholders must be in place as part of the funding application process.

Among the outcomes being sought by 2012, are the development and implementation of community strategic action plans; increased community capacity; sustained partnerships; harmonized federal policies and programs with respect to urban Aboriginal peoples; and improvements in “client socio-economic conditions... , leading to increased self-sufficiency and less reliance on social programs.”⁴⁴⁶

One witness suggested that progress had been made on at least the first of these outcomes:

Where the UAS has been operating, you are more likely to find enduring networks of Aboriginal service organizations.

(Frances Abele, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 April 2009)

Other witnesses, however, have argued that UAS funding has failed both in targeting only 14 cities, and in funding social infrastructure that already existed.⁴⁴⁷ The Standing Senate Committee on Aboriginal Peoples, in its report on urban youth, proposed that the UAS be used as a mechanism to build intersectoral and intergovernmental collaboration to address the many issues facing urban Aboriginal youth. The Committee commends the government for continuing commitment to the Urban Aboriginal Strategy, but seeks the expanded mandate proposed.

⁴⁴⁴ “Backgrounder: Urban Aboriginal Strategy” <http://www.ainc-inac.gc.ca/ai/mr/nr/j-a2005/02564abk-eng.asp>. Accessed 27 August 2009.

⁴⁴⁵ “Urban Aboriginal Strategy: Backgrounder” <http://www.ainc-inac.gc.ca/ai/of/ias/bkg-eng.asp>. Accessed 27 August 2009.

⁴⁴⁶ “Terms and Conditions - Urban Aboriginal Strategy Contribution Program” <http://www.ainc-inac.gc.ca/ai/of/ias/tnc-eng.asp>. Accessed 27 August 2009.

⁴⁴⁷ Calvin Hanselmann, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 3 April 2008.

Recommendation 66

The Committee recommends that the Urban Aboriginal Strategy be used as a platform for greater investment and collaboration in addressing the poverty and housing problems facing urban Aboriginal peoples.

Housing Trust

In 2006, the federal government resumed a more active role in housing for urban Aboriginal peoples, established the Off-Reserve Aboriginal Housing Trust totalling \$300 million for off-reserve Aboriginal housing. One-time funding from this trust is being allocated by provincial and territorial governments and is meant to address pressures with regard to the supply of affordable housing. Funding will be notionally allocated over three years (2006–2007 to 2008–2009) among provinces based on the provincial share of the Aboriginal population living off-reserve. The housing trust does not require matching funds from non-federal sources such as the provinces and territories,⁴⁴⁸ but witnesses advised that it also included no operating funds.⁴⁴⁹

The Committee has heard that access to these funds by groups seeking to develop off-reserve Aboriginal housing has been “sporadic” at best,⁴⁵⁰ and that accountability has been lacking.⁴⁵¹

Further, witnesses have advised the Committee that any funding, including under the Trust, needs to be made longer term:

Friendship Centres

The Committee has heard from witnesses and in submissions of the important role that Friendship Centres play in Canadian cities, providing locally determined programs to meet the needs of urban Aboriginal peoples across Canada.

*Friendship Centres, Urban Native housing associations and other Aboriginal service organizations play an important intermediary role in facilitating the transition to urban, non reserve life – housing is necessary but alone an insufficient response to broader social needs.*⁴⁵²

Like many organizations, these centres are facing increasing demand for services, without concurrent increases in funding under the federal program that supports their operations:

We received a 25% reduction in expenditure review. It remains stuck at those levels today. We are using 1996 dollars to address 2009 issues, and they have only grown and become more complicated.

(Peter Dinsdale, Executive Director, National Association of Friendship Centres, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 April 2009)

Recommendations in the next section of this report, with respect to voluntary organizations, have particular applicability to this program.

⁴⁴⁸ At least two provinces – British Columbia and New Brunswick – have decided to match federal funding. A third province – Alberta – has rejected a proposal by the Alberta Affordable Housing Task Force that it match federal funds.

⁴⁴⁹ Lawrence Poirier, Evidence, SAST, 2nd Session, 39th Parliament, 29 November 2007.

⁴⁵⁰ Peter Dinsdale, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 April 2009

⁴⁵¹ David Seymour, Evidence, SAST, 2nd Session, 39th Parliament, 29 November 2007.

⁴⁵² National Aboriginal Housing Association, “A Time for Action”, p. 16.

Labour market programs

The federal government has, for some time, focused on education and training as the main approaches to poverty alleviation for the general population, and for Aboriginal people in cities as well. Among efforts toward increasing Aboriginal people's employability are the Aboriginal Human Resources Development Strategy (AHRDS) and the Aboriginal Human Resource Council.

AHRDS was initiated in 1999 with a five-year commitment, and was renewed for a further five-year period scheduled to end in 2009. It is, in the words provided by HRSDC,

*... a pan-Aboriginal human resources and skills development strategy that provides support to Aboriginal organizations (80 Human Resources Development Agreement holders to date), to design and deliver labour market development programs to assist Aboriginal people, including Aboriginal persons with disabilities, prepare for, obtain, and maintain meaningful and sustainable employment; special programs to assist Aboriginal youth make successful transitions from school to work or to support their return to school; and child care programs.*⁴⁵³

Of 50,000 clients predicted to have been served from 1999 to the end of 2006-2007, 7,500 were expected to have been urban Aboriginal people.⁴⁵⁴

A recent announcement by the Government indicates that these agreements will be replaced with the Skills and Training Strategic Investment Fund, with a commitment of \$75 million over two years.⁴⁵⁵ According to the HRSDC website, the fund "will strengthen partnerships between Aboriginal employment service organizations and employers through training-to-employment programs related to concrete job opportunities, and will support deeper investments in training for individuals facing barriers to employment such as low literacy and essential skills."⁴⁵⁶

The Aboriginal Human Resource Council, created in 1999, is one of a network of human-resource-related councils created for particular industries or sectors, to support recruitment and retention of employees. The Council runs an Aboriginal job board, and supports employers in creating Aboriginal-inclusive workplaces, while also providing support to individual Aboriginal people seeking employment. It serves both rural and urban Aboriginal people.⁴⁵⁷

Urban Aboriginal youth need to be specifically targeted by programs to support them in completing high school and going on to college or university.

Despite these initiatives, the Committee is conscious of the barriers to training and employment experienced by urban Aboriginal peoples, particularly youth. The Committee commends the government for supporting programs that provide targeted funding and programming for training and employment supports for urban Aboriginal peoples, including support to Aboriginal-run organizations to support Aboriginal people seeking training and/or employment.

⁴⁵³ HRSDC, *Report on Plans and Priorities 2007-2008*, Section III, Supplementary Information. <http://www.tbs-sct.gc.ca/rpp/2007-2008/hrsd-rhdsc/hrsd-rhdsc05-eng.asp>. Accessed 19 October 2009.

⁴⁵⁴ Hanselmann and Gibbins, p. 2.

⁴⁵⁵ HRSDC, "The Government of Canada announces the creation of the Aboriginal Skills and Training Strategic Investment Fund," *News Release*, 17 April 2009. <http://news.gc.ca/web/article-eng.do?&nid=444309>. Accessed 23 April 2009.

⁴⁵⁶ HRSDC "Aboriginal Skills and Training Strategic Investment Fund." <http://www.hrsdc.gc.ca/eng/corporate/budget/2009/sap.shtml>. Accessed 23 April 2009.

⁴⁵⁷ For more information, see the Council's website, at <http://www.aboriginalhr.ca/>.

Recommendation 67

The Committee recommends that the federal government continue and expand targeted funding and programming for training and employment supports for urban Aboriginal peoples, and their organizations, where appropriate.

Homelessness

While some cities report over-representation of Aboriginal peoples in shelters, others believe that any numbers under-represent the true number of homeless, because many Aboriginal peoples moving to larger cities tend to stay with friends, or “couch-surf”,⁴⁵⁸ and are therefore among the hidden homeless.

The Committee is aware of a range of services offered by Aboriginal organizations in Canadian cities, many supported by federal homelessness funding programs. The Committee has also learned that SCPI and then the Homelessness Partnership Initiative, at the local planning level, have provided for planning by Aboriginal agencies to identify priorities for Aboriginal peoples in those communities; others have not.

Given the increasingly urban context for Aboriginal peoples, especially youth, and their over-representation among the low-income and the homeless, the Committee believes that this Aboriginal focus within community plans is of vital importance in meeting their needs.

Recommendation 68

The Committee recommends that the federal government require an Aboriginal working group to identify priorities for urban Aboriginal people and designated funding for this purpose within all federal funding to communities to address housing and homelessness.

⁴⁵⁸ Douglas Durst, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 April 2009.

Section 6 - Common Cause

Governments must become more responsive to the needs articulated by the people who live in these [economically and socially marginalized] neighbourhoods. Governments have to work together and adapt their programming so that it fits well and reinforces what others are doing, and we need to break down the silos between different government departments.

(Judith Maxwell, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 15 May 2008)

The Committee has heard over the months that no single level of government, no single sector (public, private or voluntary), no single industry can have the same impact on the issues that collaboration⁴⁵⁹ and partnership among governments and among sectors have demonstrated. We have also heard that Canadians – be they scholars, or elected officials, or voluntary sector leaders, or people grappling with poverty and related issues – want solutions, and not more finger-pointing from one government or sector at another. We could not agree more.

[T]he role of the non-profit organizations in alleviating poverty and homelessness cannot be denied. They are fiscally responsible, creative in approach and not afraid to make things happen while waiting for government.

Rebekah Peters

Voluntary sector

As noted above, the Committee learned over and over again that a small group of passionate people changed and continues to change the world, contributing to thriving communities,⁴⁶⁰ and to change the lives of people with inadequate incomes and unaffordable or no homes, across Canada:

[T]he role of the non-profit organizations in alleviating poverty and homelessness cannot be denied. They are fiscally responsible, creative in approach and not afraid to make things happen while waiting for government.

(Rebekah Peters, Evidence, SAST, 2nd Session, 39th Parliament, 6 December 2007)

The Committee has heard that this is even more the case for emerging Aboriginal community-based organizations,⁴⁶¹ and those that emerged to respond to new groups of immigrants and refugees.

Testimony before the Committee has reinforced for the Committee the importance of the charitable sector to meeting the needs of all vulnerable groups, and the “double-whammy” they have faced in the current recession: demand for their services have been increasing, while support through charitable donations has been squeezed by the economic hardship facing some of their donors.⁴⁶² Further, witnesses reminded us, funding to these local organizations is a way to guarantee greater protection for the vulnerable in a recession:

[M]uch of the programmatic support for the vulnerable Canadian population is provided by the charitable sector, and this sector is being hit very hard and very quickly by the recession. The charitable sector almost makes the auto sector

⁴⁵⁹ Rachel Laforest, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 1 May 2008.

⁴⁶⁰ Derek Ballantyne, Evidence, SAST, 2nd Session, 39th Parliament, 21 November 2007.

⁴⁶¹ Frances Abele, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 April 2009.

⁴⁶² Roger Gibbins, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 2 April 2009.

look like a bed of roses in terms of the immediate impact of the recession. Therefore, if the goal is to protect vulnerable Canadians, one way to do that is to try to protect and assist the charitable sector.

(Roger Gibbins, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 2 April 2009)

Persistent problems

At the same time, the Committee has heard that the sector has faced continual and persistent challenges, in terms of financial sustainability:

The wheels are coming off the bus in the non-profit sector. I know a number of organizations that did not receive money at year end and are planning how to reduce or disband. It is a particularly difficult time to be a non-profit organization committed to these issues, to be any type of organization engaged in public education or, as in Campaign 2000's case, a coalition dedicated to advocacy.

(Katherine Scott, Vice President Research, Canadian Council on Social Development, Evidence, 1st Session, 39th Parliament, 10 May 2007)

Reporting requirements

Just as we and other levels of government do not make it easy for individuals and families to move from welfare dependence to economic independence, we also do not make it easy for volunteers and small, dedicated staffs to help in that transition, and in making their communities more welcoming, healthier places for all, including people who are poor and/or homeless.

The Committee heard, especially in its meetings with non-government organizations doing innovative work in communities across Canada, of inadequate, dispersed and insecure funding from a wide variety of sources, virtually all of which demand increasing reporting and evaluation to demonstrate results, even for very short-term project funding. We have learned that the resources they devote to seeking, sustaining and accounting for the public funding they do receive, take them away from the work that only they can do. At the same time, the Committee also heard from federal officials who shared the frustration with respect to reporting requirements in particular:

Even where programs are demonstrated to be successful and to meet identified community needs, too many resources are allocated to getting, keeping and reporting on funding from governments at all levels.

We are all trying to balance the over-burdensome administration against the attention we feel from Parliament and the public about doing due diligence and accountability and values and results. It is a balance.

(Andrew Treusch, Evidence, SAST, 1st Session, 39th Parliament, 26 April 2007)

The Committee heard from witnesses that the allocation of time and resources to seeking funds and accounting for them is detracting from their core work. One expert in this area summarized these impacts on this subject:

The impact of [the shift away from long-term, more stable sources of funding toward more short-term, project-based funding] has been devastating for voluntary sector organizations across Canada. Through a number of research projects, we know that the growing funding constraint, the growing short-term projects, the fact that project-based funding does not enable groups to put money aside for their core operations has led to growing volatility in the funding base of organizations... A loss of infrastructure, due to project funding models and restrictions on the administrative costs, can lead to mission drift.

(Rachel Laforest, Associate Professor, Queen's University, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 1 May 2008)

During site visits Committee members heard not only from people with lived experience of poverty and homelessness, but also from the staff of the organizations that serve vulnerable people. Agency staff have become adept at collecting and providing program statistics and evaluation data, but still they find the reporting requirements overly burdensome and inefficient. They proposed more simplified reporting to alleviate the administrative burden while maintaining accountability.

These organizations also identified the importance of long-term sustainable funding for ongoing programs, especially those with long successful track records. Some of their programs Committee members visited have been running for over 20 years, yet we heard that funding application processes often treated them as new and untested with every grant application.

Further, the short funding cycle works against responsiveness at the local level. Agency staff told Committee members of their own struggles to provide effective, efficient, innovative service. While their own capacities did not seem to be a limitation, sometimes funding, particularly government funding, did. This constraint on innovation was also identified by witnesses appearing before the Committee.⁴⁶³ Innovation and responsiveness, we were told, requires more flexible funding.

In its 2009 report on population health, the Committee flagged the importance of multi-year funding with co-ordinated reporting across departments. We echo that recommendation now.⁴⁶⁴

Recommendation 69

The Committee recommends that the federal government review and revise grants and contributions reporting requirements among federal departments and agencies to enhance horizontal and vertical coordination of reporting and encourage multi-year funding among federal granting agencies, where problems that programs are addressing are persistent and longer term.

Inadequate funding

There is a crisis in the NGO sector in this country, which is part of the legacy of the termination of CAP in 1996, the cutbacks in Canada's social transfer. We are still living the legacy today in 2009 of the cutbacks to balance the books in 1995, 1996 and 1997. We are now back in a world of deficits for perhaps four to six years. That is a terribly depressing story for those NGOs who were told they had to do their bit to balance the books the last time and have still not recovered from those deficit reductions.

(Michael Prince, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

The Committee has heard that reductions in funding for voluntary organizations and a virtual end to “core funding” to support their work has been framed in the context of diversifying sources of funding. Yet, the Committee has also heard that with greater competition for fixed or declining corporate and foundation funding, these non-government sources of funding are increasingly difficult to find and sustain over time.

Recommendation 70

The Committee recommends that the federal government recognize and stabilize the contribution of voluntary sector organizations with respect to poverty, housing and

⁴⁶³ Monica Patten and Rachel Laforest, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 1 May 2008; Sherri Torjman, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 2 April 2009.

⁴⁶⁴ SAST, *A Healthy, Productive Canada*, p. iv.

homelessness, by budgeting adequate support for these organizations to accomplish not only the delivery of government-funded services, but also the community-building activities that only this sector can provide.

Promising practices

In visits to agencies in cities across Canada, Committee members have been impressed with the innovative and often effective programs and services provided by voluntary organizations. (A more detailed description of these programs is included in Appendix 3.) While we recognize that their effectiveness stems at least in part because they respond to very specific local contexts, we have also seen and heard that some models and programs have been adapted to local circumstances and have proven to be effective in other locations as well.⁴⁶⁵

During site visits, Committee members were witness to a great variety of innovative solutions. Innovation, the capacity to respond quickly with local solutions, was evident at every site visit. In many cases, organizations had emerged and grown simply because they noticed something that needed to be done and they jumped in to fill the gap.

Committee members took the opportunity of these visits to ask organizations about how and under what circumstances their own innovation might be shared with others who are addressing similar problems. We heard that while there is the desire to share, there is little opportunity. We heard that in order to share, organizations require resources to gather, compile and disseminate information. While there is the potential to share information about innovation in written, web-based material or in a conference setting, the starting point is for innovation to be supported in the day-to-day work of the organization. Witnesses before the Committee echoed that voluntary organizations can often innovate by building on successful models in other communities⁴⁶⁶ and recommended that this be encouraged by government funding to successful local organizations, so that they can develop materials and practices that can lead to successful replication in other communities.

Recommendation 71

The Committee recommends that federal government use grants and contributions to fund community-based organizations to provide innovative solutions, to share innovation, and where appropriate to replicate successful community-based initiatives involved in poverty reduction, housing affordability, and supporting homeless people.

All-of-government(s) approach

Within the federal government, responsibility for programs related to income security, housing and homelessness all rest with the Minister for Human Resources and Skills Development Canada. However, responsibility for programs that can prevent income and housing inadequacy and unaffordability, and that address the problems they can create, are often in other departments and agencies.

⁴⁶⁵ Examples include Vibrant Communities, operating in 15 cities across Canada with each group of stakeholders deciding on local priorities, and L'Abri en Ville, where the local organization has prepared a "how-to" manual and encourages visits from interested groups from other cities to learn more about the model.

⁴⁶⁶ Monica Patten, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 1 May 2008.

The Committee heard, for example, that cost savings realized by reducing social assistance benefits (which followed reductions in federal transfers for such programs) became additional costs to the health care system.⁴⁶⁷

The Committee recognized, in its study on population health, that a fragmented approach to that problem was not going to render the solution in terms of improved health for Canadians. In that study, the Committee concentrated its first recommendations on the requirements for a “whole-of-government” approach; it was described as a “horizontal approach that brings together different departments and agencies” with a view to achieving “concerted action, collaboration and coordination of efforts.”⁴⁶⁸

Governments need to work across silos, both across departments within governments, across sectors, and across levels of government, to address effectively the income and housing needs of many Canadians.

The Committee believes the same is true for poverty, housing and homelessness. While we have not recommended new machinery to achieve this goal, we learned with great interest of a new framework for the Nova Scotia government that focuses on both social and economic development. With a theme of “weaving threads,” the framework metaphor has been extended to the effort to rationalize programming to ensure access and adequacy and to reduce or eliminate duplication. The official told the Committee:

We talk about no dangle and no tangle of the threads. No dangle means no gaps. No tangle means no duplication.

(Lynn Hartwell, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 13 August 2008)

The Committee believes this is an appropriate goal for intra-governmental and intergovernmental collaboration with respect to income security for Canadians and newcomers, no matter where they live.

Recommendation 72

The Committee recommends that federal and provincial governments, acting internally, bilaterally and/or multilaterally, review current policies and programs and new initiatives in the context of eliminating and avoiding both gaps and duplication, through a whole-of-government approach to poverty, housing and homelessness issues.

Intergovernmental collaboration

While the Committee will address issues related to the “machinery” of how governments in Canada interact in a later segment of this study, as noted above, the lack of collaboration creates gaps, duplications and unintended interactions that trap people in economically and socially marginalized neighbourhoods and lives.

In addition to the welfare wall, for example, the Committee has learned of situations in which federal funds transferred to provincial governments are not always spent for the purpose intended.⁴⁶⁹ Many witnesses identified solutions that included more conditions and more accountability, while

⁴⁶⁷ Gina Browne, Evidence, SAST, 2nd Session, 39th Parliament, 28 February 2008.

⁴⁶⁸ SAST, *A Healthy, Productive Canada*, pp. 17-18.

⁴⁶⁹ For example, the Committee heard that funds transferred to some provinces for immigrant settlement services are being diverted to general revenues, and never reach their intended target. Sarah Wayland, Evidence, SAST, 2nd Session, 39th Parliament, 13 March 2008.

others were insistent on giving more local governments more flexibility and authority to identify priorities and allocate federal resources accordingly. The Committee fully understands both perspectives.

The Committee also recognizes the challenges created by federal-provincial initiatives for provincial governments. The most notable is the National Child Benefit, highlighted earlier in this report for its effectiveness. Under this program, funds transferred from the federal government to low-income parents were intended, in part, to free up provincial funds being spent on social assistance to provide supports to the same parents. Yet, to many advocates and even analysts, the provincial government reallocation of funds from social assistance to supports was characterized as a “claw-back.” Such a characterization makes it more difficult for provincial and territorial governments to enter into agreements with the federal government which call for direct cash transfers from the federal government to individuals, and provincial spending to be redirected to services, rather than cash.

The Committee has also learned about agreements among federal, provincial and local governments in several Canadian cities. While these will be addressed in more detail in a later segment of this study, the Committee noted and made recommendations with respect to Urban Development Agreements to support local initiative with co-ordinated multi-government support. While several witnesses pointed out the local, very targeted and time-limited nature of these agreements, the Committee wishes to highlight that these agreements demonstrate that collaboration on these issues is possible, at least in these specific contexts.

Finally, the Committee recognizes that poverty, the lack of appropriate and affordable housing, and homelessness cannot be addressed effectively without partnerships: between the federal and provincial governments, between federal and local governments, and among all three levels of government. Despite legitimate fears, administrative juggernauts, and disputed jurisdiction, all governments owe it to Canadians to eliminate barriers to participation and prosperity and to support people through transitions without trapping them in a mix of programs and policies that entangle rather than enable.

Inter-sectoral collaboration

The Committee is aware of remarkably successful programs and initiatives, made possible because governments, businesses, and voluntary organizations have worked together to achieve a common goal. Examples include some of the local poverty-reduction and homelessness strategies, described in more detail in Appendix 4. The Committee has also heard of situations where solutions are less effective or harder to find because these opportunities and efforts do not exist, for example, with the provision of affordable rental housing in general,⁴⁷⁰ or the development of policies and programs for urban Aboriginal peoples.⁴⁷¹

As with the “all-of-government” approach, described above, the Committee also believes that “all-sectors” approaches are valuable. The Committee’s support for this approach is reflected in recommendations related to the development of new policies, programs and/or strategies, throughout the report.

⁴⁷⁰ Sharon Chisholm, Evidence, SAST, 2nd Session, 39th Parliament, 21 November 2007.

⁴⁷¹ Calvin Hanselmann, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 3 April 2008.

In particular, the Committee was impressed by a policy adopted by the Hamilton Roundtable for Poverty Reduction⁴⁷² to contribute to the spirit of collaboration among diverse stakeholders:

[T]hey created what they call the "no-blame" table. It signals something very powerful: that is, the belief that the Hamilton Community Foundation and other community foundations have that we are all in this together. We have some responsibility for creating the situations in which we find ourselves, and we all have an opportunity to work together to move away from it. Therefore, the no-blame concept is a powerful principle.

(Monica Patten, President and Chief Executive Officer, Community Foundations of Canada, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 1 May 2008)

Research, data and knowledge exchange

Our Committee's work, like that of virtually every research exercise in Canada, relied heavily on Statistics Canada data. Research presented by witnesses went well beyond the Census data, a rich source of information all by itself, to more population- or sector-specific surveys, including youth in transition, the longitudinal study on children and youth, the survey on volunteer and charitable giving, the survey of labour and income dynamics, and the labour force survey. Officials from Statistics Canada provided analysis to the Committee that was invaluable.

The federal contribution to research, data collection and analysis, and knowledge dissemination is critical, and needs to be securely funded and affordable to local groups.

The Committee also heard from a variety of witnesses of the need for more population-specific data, especially in the context of gender,⁴⁷³ racialized groups and urban Aboriginal peoples.⁴⁷⁴ The Committee commends the work of Statistics Canada, on its own and in collaboration with other federal departments and agencies.

Recommendation 73

The Committee recommends that the federal government continue and expand support to Statistics Canada for the collection, analysis and more affordable dissemination of data important to the evaluation and improvement of social programs with respect to poverty, housing and homelessness.

The Committee also heard from witnesses of the important role that both government programs, like the Homelessness Partnership Initiative (and its predecessor programs) and CMHC, and voluntary sector activities have played in providing useful information to practitioners and researchers, including through the expansion of the Homelessness Individual and Families Information System; the Committee also learned of the role of these programs in bringing together government and non-government stakeholders to exchange promising practices and collaborate on finding solutions to common, apparently local, problems. Similar initiatives with respect to access to education supplied data for this report, for example; these have also been supported with federal funds.

⁴⁷² More information on the Roundtable and the local strategies developed is provided in Appendix 4 to this report.

⁴⁷³ Nancy Burrows, Coordinator, Fédération des femmes du Québec, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 4 June 2008.

⁴⁷⁴ Evelyn Peters and Calvin Hanselmann, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 3 April 2008.

Recommendation 74

The Committee recommends that the federal government continue to support knowledge exchange with respect to poverty, housing and homelessness.

Accountability

The Committee is aware that collaborations and partnerships can make accountability more challenging. As much as we wish to see reporting for voluntary-sector organizations simplified, we also understand and support the public's interest in knowing that public money has been spent for the purposes intended.

Recent trends have been toward fewer strings attached to federal dollars being transferred to provinces, and we have heard of the benefits of such an approach, in encouraging place-based solutions, and more flexibility and responsiveness to regional and local differences. Some have been cited in this report.

We have also heard concerns, also already cited, that federal funds may be diverted to purposes other than those intended, and the current accountability structures may mask some of these diversions. Under programs developed by both the previous and the current governments, provincial governments are expected, and often required, to report to their own people for the spending and the results from it.

Summary of recommendations

In its two-year study, the Committee identified many areas where current government policies and programs require revision, and others were promising policies and programs, many of which have already demonstrated some success, could be improved and/or need expansion to accomplish their goals. A summary of the recommendations to move Canadians out of poverty; to provide access to adequate, appropriate and affordable housing; and to end homelessness in Canada follows.

Poverty

Adequate incomes and the “welfare wall”

The Committee understands that most Canadians relying on income assistance programs do not have enough income to meet their individual and family needs. The Committee also understands that the current income programs too often entrap recipients through unintentional impacts of program design and interactions.

To ensure that all Canadians, regardless of their source of income, have an income adequate to meet their basic needs, and are able to become financially self-sustaining, the Committee recommends that the federal government:

- adopt as a core poverty eradication goal, that all programmes dealing with poverty and homelessness are to lift Canadians out of poverty rather than make living within poverty more manageable and that the federal government work with the provinces and territories to adopt a similar goal;
- modify all federal income security programs, e.g., Employment Insurance, to better protect Canadians in low-income households who experience short-term gaps in income;
- establish with the provinces a goal that individuals and families, regardless of the reasons for their need, receive incomes totalling at least after-tax LICOs;
- publish a Green Paper by 31 December 2010, to include the costs and benefits of current practices with respect to income supports and of options to reduce and eliminate poverty, including a basic annual income based on a negative income tax, and to include a detailed assessment of completed pilot projects on a basic income in New Brunswick and Manitoba;
- reinstate a federal minimum wage at \$10/hour, indexed to the Consumer Price Index, and that suppliers of goods and services to the federal government be required to pay its employees at least that amount;
- develop and implement a basic income guarantee at or above LICO for people with severe disabilities; and work with provincial and territorial governments to redesign and enhance delivery of disability supports to all persons with disabilities, regardless of the source of their incomes in the context of this new federal income security program;

- explicitly cite international obligations ratified by Canada in any new federal legislation or legislative amendments relevant to poverty, housing and homelessness;
- establish a fund to allow groups over-represented among the persistently low-income to have legal representation in law reform cases with respect to their human rights; and
- develop a new program to insure against income losses due to long-term employment interruption, that covers those who are not included in under the *Employment Insurance Act*.

With respect for provincial jurisdiction over social assistance programs, the Committee has concluded that asset depletion requirements, intended to ensure that only those with genuinely low incomes are eligible, are especially detrimental to exiting poverty. The Committee also recognizes barriers to full social and economic participation created by some of these programs for people over-represented among those with low incomes. Therefore, the Committee recommends that provincial governments:

- increase current limits on assets for qualifying applicants for the first six to 12 months, to allow those relying on social assistance for short periods of time to retain the assets they need to re-engage in the labour force and regain their economic footing;
- amend their social assistance legislation to exempt savings under the Disability Savings Plan from any asset depletion requirements with respect to qualifications for or benefits from social assistance and social services programs; and
- extend supports to persons with disabilities leaving social assistance for up to 12 months following employment, and negotiate with employers to provide these supports indefinitely for those earning low incomes.

Employment insurance

The Committee has heard that Employment Insurance is a critical piece of the income security and re-employment puzzle in Canada, providing much-needed income for those who have recently lost their jobs and who are eligible for the benefits and training under this program. The Committee therefore recommends that the federal government:

- amend the *Employment Insurance Act* to provide benefits for a longer period to workers who become unemployed after a long attachment to the workforce, and that the longer benefit period not be based solely on regional unemployment rates;
- remove the two-week waiting period for employment insurance benefits for people who are taking compassionate or parental leave funded through the EI program;
- re-engineer the Employment Insurance program to allow adjustments to anticipated economic downturns, rather than be based solely on recent but past experience;
- amend the EI program to extend its parental insurance benefits to self-employed individuals, with premiums assessed similar to those being paid by employees who access this benefit;
- expand EI sickness benefits over time to 50 weeks, to provide appropriate support for eligible beneficiaries experiencing medium-term illnesses or disabilities;

- include reinstatement of experience rating for consideration in any redesign or substantial modification to the EI program; and
- make EI-funded training available to those who have contributed to the EI fund over time, but are not eligible for benefits.

Education and training

The Committee has learned of the critical role that high-school completion and advanced training and education play in helping Canadians become employed and earn incomes that are sufficient to meet their needs. As both provincial and federal governments are involved in designing, funding and implementing programs and policies with respect to education and training, the Committee has made recommendations to both.

The Committee recommends that the federal government:

- permit the inclusion of advanced language training and training that could equip those with credentials from other countries to qualify for Canadian recognition be permitted within training funded through the EI program;
- coordinate a nationwide federal/provincial initiative on early childhood learning;
- emphasize and support initiatives that keep disadvantaged youth enrolled and engaged in schools, including effective counselling, after-school programs, homework clubs, and youth centres through existing programs and initiatives;
- monitor and report on new post-secondary student aid programs, including comparisons with affordability and debt load results of the programs that have been replaced;
- in conjunction with the Council of Ministers of Education encourage and support actions to reduce the drop-out rate, including the establishment of targets and time-lines, with regular reporting on progress;
- in conjunction with the Council of Ministers of Education, encourage and support actions to reduce the drop-out rates among Aboriginal students, on-reserve or off-reserve, including the establishment of targets and time-lines, with regular reporting on progress;
- offer additional tax support for post-secondary education targeted to low-income students in groups under-represented in post-secondary education (e.g., Aboriginal students and students with disabilities) and to their families;
- set aside a fixed percentage of training positions (to match the percentage established for federal employment equity targets) for persons with disabilities in all renewing and new labour market agreements; and until then extend and expand funding for such training through the Labour Market Agreements for Persons with Disabilities;
- sustain and increase the funding for the Opportunities Fund for persons with disabilities, with a clear mission to address barriers to the labour force;

- explicitly identify immigrants as a population to be targeted in training programs, including training to reduce language and other barriers to the labour market in all renewing and new labour market agreements;
- sustain strong financial support for adult and family literacy programs, with a special priority given to groups over-represented among high-school non-completers; and
- work with provincial governments to collectively amend existing income security programs to provide secure funding to training participants for long enough periods to ensure opportunities for secure employment at adequate incomes.

Health

In recognition of the contribution of poverty and homelessness to health challenges, and in keeping with this Committee's recent report on population health, the Committee recommends that the federal government:

- instruct its central agencies to allocate resources to prevent and address negative health outcomes associated with poverty and unemployment;
- work with provincial and territorial governments and appropriate other stakeholders to develop a national pharmacare program, building on progress underway in some provinces; and
- with provincial and territorial governments and health researchers across Canada, provide funding for physical health investments for people who are homeless.

Taxation

The Committee recognizes the important role that tax policy and programs play in redistributing income and alleviating poverty for many Canadians. The Committee believes that tax measures could also help to address affordable housing challenges. With respect to taxation, the Committee recommends that the federal government:

- analyze gender-based differences in benefits to men and women when designing and implementing new tax measures;
- increase the Guaranteed Income Supplement for seniors to ensure that economic households are not below the poverty line as defined by the low income cut-off levels, and that intergovernmental collaboration ensure that such increases do not result in the loss of eligibility for provincial/territorial subsidies or services for seniors;
- raise the National Child Benefit, incrementally and predictably, to reach \$5,000 (in 2009 dollars) by 2012;
- make the Disability Tax Credit refundable;
- develop a tax credit for employers who hire newcomers for their first job in their field or area of expertise; and

- issue a White paper on tax measures to support construction of rental housing in general and affordable rental housing in particular, including for the donation of funds, lands or buildings for low-income housing provision.

Housing and homelessness

Although housing and homelessness were address separately in this report, the Committee recognizes that some solutions must address them in an integrated way, while others are focused either on the creation and maintenance of affordable housing or on meeting the needs of people who are currently homeless.

Housing

With respect to housing, the Committee recommends that the federal government:

- provide sustained and adequate funding through the Affordable Housing Initiative to increase the supply of affordable housing;
- clarify the mandate of Canada Lands Corporation to favour use of surplus federal lands for development of affordable housing, and to expedite planning processes to facilitate this use;
- support the work of local and provincial non-profit housing developers by making housing programs longer term to accommodate five-year development cycles and ten-year planning cycles, and to permit more effective planning at the local and provincial levels;
- support tenants in their challenges to discrimination in housing by explicitly identifying civil legal aid as an element to be supported by the Canada Social Transfer;
- extend the Residential Rehabilitation Assistance Program as a permanent program, increase the budget allocations for this program, and amend eligibility requirements to take into account differential costs for repairs in different communities across Canada, and projects converting housing units for affordable rental accommodation; and
- work with provincial governments and social housing providers take the necessary steps to provide larger housing units to larger families; and work with provincial housing authorities, private landlords' associations and non-profit housing providers to assess the impact of portable housing allowances on rents.

Homelessness

With respect to homelessness, the Committee has heard of the effectiveness of the Homelessness Partnering Strategies and its predecessor programs in supporting communities to reduce homelessness and to move people from the streets into housing. The Committee recommends that the federal government:

- expand the Homelessness Partnering Strategy to play a greater coordinating role within the federal government, engaging all departments and agencies with a mandate that includes housing and homelessness, especially for those groups over-represented among those in need;

- provide financial incentives to encourage communities already supported through the Homelessness Partnering Strategy to use a 10-year time horizon in adjusting and renewing their community plans; and
- continue to provide direct funding for and continued support of related research and knowledge dissemination about a “housing first” approach to eliminating homelessness.

Integrated approach to housing and homelessness

With respect to an integrated approach to housing and homelessness, the Committee recommends that the federal government:

- in collaboration with provincial governments, representatives of municipal governments, First Nation organizations, and other housing providers, develop a national housing and homelessness strategy to include:
 - priorities established by and for each provincial and territory with respect to meeting existing needs for affordable and secure housing;
 - a 10-year commitment of funds from the federal government, to include similar commitments from provincial and territorial governments that will receive these funds;
 - annual reporting on how the money is being spent, with particular attention to the number of people housed who could not afford to secure housing in the private market;
 - a specific focus, with targets and funding commitments, with respect to meeting the needs for affordable housing for urban Aboriginal peoples;
 - a simpler, more integrated application process for funds, cutting across programs related to housing funded at the federal level;
 - the integration of the Homelessness Partnership Initiative, with an expanded mandate and budget to support combined local housing and homelessness plans and the initiatives identified in them; and
 - a thorough evaluation at the end of the 10-year period to assess achievements and continuing gaps.
- integrate its housing and homelessness funding programs, and that such an integrated approach begin by supporting an expansion of existing homelessness plans to include housing, under a combined housing and homelessness strategy; and
- sustain federal funding focussed on homelessness until a combined strategy on housing and homelessness is developed to guide federal investment.

Aboriginal peoples

In addition to the recommendations made with respect to income security, training, and taxation that relate to Aboriginal peoples, the Committee recognizes the role that the federal government

plays with respect to on-reserve First Nations, and with urban Aboriginal peoples as well. The Committee also recognizes the disproportionate representation of Aboriginal peoples among the economically vulnerable in Canadian cities, and their under-representation in mainstream programs funded by all levels of government.

With respect to programs and policies intended to respond specifically to the needs of urban Aboriginal peoples, the Committee recommends that the federal government:

- use the Urban Aboriginal Strategy as a platform for greater investment and collaboration in addressing the poverty and housing problems facing urban Aboriginal peoples;
- provide on-going subsidies to off-reserve, non-profit Aboriginal housing providers for new and existing units to ensure increased supply of affordable housing;
- continue and expand targeted funding and programming for training and employment supports for urban Aboriginal peoples, and their organizations, where appropriate; and
- require both an Aboriginal committee or working group to identify priorities for urban Aboriginal people, and designated funding for this purpose within all federal funding to communities to address housing and homelessness.

Newcomers to Canada

The Committee recognizes the primary responsibility of the federal government with respect to policies and programs for both refugees and immigrants to Canada. The Committee is also aware that these peoples face particular economic and social challenges in the first, and increasingly even in the second, generations in Canada. In addition to the tax measures proposed to ease integration to appropriate employment in Canada, the Committee believes that other initiatives are needed to redress these hardships.

The Committee recommends that the federal government:

- reduce the immigration sponsorship period from 10 years to three years similar to the regulations pertaining to conjugal sponsorship, and make a commensurate reduction in the residency requirement for entitlement to a monthly pension under the *Old Age Security Act*;
- extend eligibility for the resettlement assistance program for refugees to two years for regular cases and to four years for joint assistance sponsorships;
- establish a repayment schedule and loan forgiveness program for travel loan repayment by government-sponsored refugees, that takes into account the time needed to integrate and the household income upon employment;
- accelerate its work with provincial governments and other relevant agencies to complete and implement a framework leading to the recognition of qualifications from other countries, and report annually to Parliament on its progress; and
- support bridging programs, especially for immigrants with professional qualifications from their countries of origin, through immigrant settlement funds and agreements.

Common cause

The Committee believes that lifting Canadians out of poverty, ensuring they are adequately and affordably housed and eliminating homelessness is the work of all sectors, working in harmony wherever possible. In addition to the recommendations already provided above, the Committee wishes to support such collaboration wherever possible.

Voluntary sector

In particular, the Committee has noted the critical contribution of local agencies, both voluntary and municipal, to supporting people in their transitions out of poverty into appropriate and affordable housing and into social and economic participation in their communities.

The Committee recommends that the federal government:

- seek and support local voluntary sector and municipal agencies as active partners federal initiatives in design and delivery of federal initiatives at the community level;
- review and revise grants and contributions reporting requirements among federal departments and agencies to enhance horizontal and vertical coordination of reporting and encourage multi-year funding among federal granting agencies, where problems that programs are addressing are persistent and longer term;
- recognize and stabilize the contribution of voluntary sector organizations with respect to poverty, housing and homelessness, by budgeting adequate support for these organizations to accomplish not only the delivery of government-funded services, but also play the community-building activities that only this sector can provide; and
- use grants and contributions to fund community-based organizations to provide innovative solutions, to share innovation, and where appropriate to replicate successful community-based initiatives involved in poverty reduction, housing affordability, and supporting homeless people.

Provincial governments

The Committee is sensitive to the jurisdictional primacy of provincial governments in many of the policy areas that address poverty, housing and homelessness. The Committee is also aware of innovation and commitment at the provincial level with respect to these issues that, if successful, will make an enormous contribution to the economic and social well-being of many more of its residents.

Therefore, the Committee recommends that the federal government:

- target "shovel-ready" social infrastructure for investment, to combat recession with their provincial counterparts, specifically housing, income security, and social agencies, whose ability to serve can be quickly enhanced through increased and accelerated investment in the Canada Social Transfer, to parallel its investment in "shovel-ready" physical infrastructure, to combat recession; and

- at the next meeting of the Federal-Provincial-Territorial Ministers of Labour, take a leadership role in encouraging a harmonization of provincial and territorial workers' compensation programs.

Multisectoral collaboration

As noted above, it takes business, communities, and provincial and federal governments to allow and encourage everyone to have economic and social security in Canadian cities.

The Committee recommends that

- federal and provincial governments, acting internally, bilaterally and/or multilaterally, review current policies and programs and new initiatives in the context of eliminating and avoiding both gaps and duplication, through a whole-of-government approach to poverty, housing and homelessness issues;
- the federal government continue and expand support to Statistics Canada for the collection, analysis and more affordable dissemination of data important to the evaluation and improvement of social programs with respect to poverty, housing and homelessness;
- the federal government continue to support knowledge exchange with respect to poverty, housing and homelessness; and
- the federal government explore and implement additional Urban Development Agreements among federal, provincial and municipal governments, in concert with community-identified leaders and priorities.

Appendix 1 - Glossary

AHRDS	Aboriginal Human Resources Development Strategy
AHI	Affordable Housing Initiative
BC	British Columbia
BCAPI	Business Community Anti-Poverty Initiative, Saint John
CAP	Canada Assistance Plan
CEO	Chief Executive Officer
CESCR	Covenant on Economic, Social and Cultural Rights
CFS	Canadian Federation of Students
CIC	Citizenship and Immigration Canada
CKP	Community Kitchen Program, Calgary
CMEC	Council of Ministers of Education
CMHC	Canada Mortgage and Housing Corporation
CNH	Collingwood Neighbourhood House, Vancouver
CPP	Canada Pension Plan
CPP-D	Canada Pension Plan - Disability
DLAS	Dalhousie Legal Aid Services
DTC	Disability Tax Credit
EI	Employment Insurance
FCM	Federation of Canadian Municipalities
GAI	Guaranteed annual income
GDP	Gross Domestic Product
GED	Grade 12 Equivalency Diploma
GIS	Guaranteed Income Supplement
GST	Goods and Services Tax
HPS	Homelessness Partnering Strategy
HRDC	Human Resources Development Canada
HRM	Halifax Regional Municipality
HRSDC	Human Resources and Skills Development Canada

HUMA	House of Commons Standing Committee on Human Resources Development and the Status of Persons with Disabilities
INAC	Indian and Northern Affairs Canada
IRPP	Institute for Research on Public Policy
IWK	Health Centre in Halifax
JAS	Joint Assistance Sponsorship
LEED	Leadership in Energy and Environmental Design
LICO	Low-Income Cut-Off lines
LIM	Low-Income Measure
LSIC	Longitudinal Survey of Immigrants to Canada
MBM	Market Basket Measure
MDD	Montreal Diet Dispensary
METR	Marginal Effective Tax Rates
MISWAA	Modernizing Income Security for Working-Age Adults
MS	Multiple Sclerosis
NAHA	National Aboriginal Housing Association
NCB	National Child Benefit
NECHC	North End Community Health Centre, Halifax
NGO	Non-government organization
OAS	Old Age Security
OECD	Organisation for Economic Co-operation and Development
PALS	Participation and Activity Limitation Survey
PTA	Provincial training allowance
RADAR	Re-engaging Academically Disconnected Adolescents Respectfully, Calgary
RAP	Resettlement Assistance Program
RDSP	Registered Disability Savings Plan
RRAP	Residential Rehabilitation Assistance Program
SAST	Standing Senate Committee on Social Affairs, Science and Technology
SBCS	Stella Burry Community Services, St. John's
SCPI	Supporting Community Partnerships Initiative
SES	Socioeconomic status
SFRPHI	Surplus Federal Real Property for Homelessness Initiative

SHQ	Société d'habitation du Québec
SHYM	Supportive Housing for Young Mothers, Halifax
SLID	Survey of Labour and Income Dynamics
TCHC	Toronto Community Housing Corporation
UAS	Urban Aboriginal Strategy
UCTC	Urban Circle Training Centre, Winnipeg
UI	Unemployment Insurance
UK	United Kingdom
UN	United Nations
US	United States
VCSJ	Vibrant Communities Saint John
WCB	Workers' Compensation Board
WITB	Working Income Tax Benefit
YESS	Youth Emergency Shelter Society, Edmonton

Appendix 2 - List of Witnesses

Organization	Name, Title	Date Of Appearance
39 th Parliament - 1 st Session		
Statistics Canada	<p>Jane Badets, Director, Social and Aboriginal Statistics;</p> <p>Mark Brown, Senior Research Economist, Micro-Economic Analysis;</p> <p>Andrew Heisz, Senior Research Economist, Business and Labour Market Analysis;</p> <p>Garnett Picot, Director General, Socio-Economic and Business Analysis;</p> <p>Grant Schellenberg, Senior Analyst, Social and Aboriginal Statistics;</p> <p>John Turner, Chief, Policing Services Program, Canadian Centre for Justice Statistics.</p>	March 29, 2007
Human Resources and Skills Development Canada	<p>Andrew Treusch, Senior Assistant Deputy Minister, Strategic Policy and Research Branch;</p> <p>Bayla Kolk, Associate Deputy Minister, Homelessness Partnering Strategy.</p>	April 26, 2007
Canada Mortgage and Housing Corporation	Sharon Matthews, Vice-President Assisted Housing.	April 26, 2007
National Council of Welfare	<p>Greg deGroot-Maggetti, Acting Chairperson;</p> <p>Sheila Regehr, Director.</p>	May 3, 2007
Caledon Institute of Social	Ken Battle, President.	May 3, 2007

Policy		
National Anti-Poverty Organization (NAPO)	Rob Rainer, Executive Director; Nancy Shular, First Vice-President, Board of Directors.	May 3, 2007
Canadian Association of Food Banks	Shawn Pegg, Acting Director of Public Policy and Research.	May 3, 2007
Feed Nova Scotia	Dianne Swinemar, Executive Director, Member of the Board of Directors.	May 3, 2007
Campaign 2000	Sid Frankel, Member, Steering Committee; Katherine Scott, Vice-President Research at the Canadian Council on Social Development.	May 10, 2007
Canadian Association of Social Workers	Glenn Drover, Social Worker.	May 10, 2007
Ontario Council of Agencies Serving Immigrants (OCASI)	Loly Rico, President; Roberto Jovel, Policy and Research Coordinator.	May 10, 2007
National Association of Friendship Centres (NAFC)	Vera Pawis Tabobondung, President; Jocelyn Formsma, Program Officer.	May 10, 2007
University of Winnipeg	Jino Distasio, Director and Professor, Institute for Urban Studies.	May 17, 2007
Canadian Centre for Policy Alternatives	Molly McCracken, Manitoba Board Member.	May 17, 2007
McMaster University	Barbara Wake Carroll, Professor, Department of Political Science.	May 17, 2007
Department of Human Resources, Labour and	Aisling Gogan, Director, Poverty	May 17, 2007

Employment of Newfoundland and Labrador	Reduction Strategy.	
Downtown Eastside Residents Association	Kim Kerr, Director; Anna Hunter, Advocate.	June 13, 2007
Vibrant Communities Saint John (VCSJ)	Tom Gribbons, Chairperson; Kurt Peacock, Researcher.	June 13, 2007
United Way of Greater Toronto	Jan Donio, Vice-President Information Services and Operational Change Management.	June 14, 2007
Centraide of Greater Montreal	Michèle Thibodeau-DeGuire, President and Executive Director.	June 14, 2007
39 th Parliament - 2 nd Session		
Toronto Community Housing	Derek Ballantyne, Chief Executive Officer.	November 21, 2007
Canadian Housing and Renewal Association	Sharon Chisholm, Executive Director.	November 21, 2007
Co-operative Housing Federation of Canada	Nicholas Gazzard, Executive Director.	November 21, 2007
Canadian Co-operative Association	John Anderson, Director, Government Affairs and Public Policy.	November 21, 2007
Nanegkam Housing Corporation	Patrick Augustine, Native Council of Prince Edward Island.	November 29, 2007
National Aboriginal Housing Association	David Seymour, President.	November 29, 2007
Inuit Non-Profit Housing Corporation	Lynda Brown, President.	November 29, 2007
Kinew Housing	Lawrence Poirier, Manager.	November 29, 2007
Phoenix Youth Programs	Tim Crooks, Executive Director.	December 6, 2007
Canadian Population Health	Elizabeth Votta, Program Lead	December 6, 2007

Initiative	Reports and Analysis.	
As an individual	Deborah Kraus, Housing Policy and Research Consultant.	December 6, 2007
Saul Sair Health Centre	Rebekah Peters, Health Clinic Director.	December 6, 2007
St. Christopher House, Toronto	John Stapleton, Fellow.	December 13, 2007
Simon Fraser University	John Richards, Professor, Public Policy Program.	December 13, 2007
Canadian Teachers' Federation	Emily Noble, President.	February 7, 2008
Canadian Nurses Association	Nicki Sims-Jones, Policy Consultant.	February 7, 2008
First Call BC Child and Youth Advocacy Coalition	Michael Goldberg, Chair.	February 7, 2008
Montreal Diet Dispensary	Marie-Paule Duquette, Executive Director.	February 7, 2008
As an individual	Armine Yalnizyan, Senior Economist.	February 28, 2008
United Way of Greater Toronto	Frances Lankin, President and Chief Executive Officer.	February 28, 2008
McMaster University	Gina Browne, Professor of Nursing and Clinical Epidemiology.	February 28, 2008
Caledon Institute of Social Policy	Ken Battle, President.	February 28, 2008
Federation of Canadian Municipalities	Mayor Anne Marie DeCicco-Best, Working Group on Housing.	March 6, 2008
City of Toronto	Sean Gadon, Director, Affordable Housing Office.	March 6, 2008

City of Vancouver	Don Fairbairn, Consultant.	March 6, 2008
Ontario Metropolis Centre	Sarah V. Wayland, Research Associate.	March 13, 2008
University of British Columbia	David Ley, Department of Geography.	March 13, 2008
Metro Toronto Chinese & Southeast Asian Legal Clinic	Avvy Go, Clinic Director.	March 13, 2008
Table de concertation des organismes au service des personnes réfugiées et immigrantes	Jean-Claude Icart, Representative.	March 13, 2008
University of Saskatchewan	Evelyn Peters, Professor, Department of Geography.	April 3, 2008
National Association of Friendship Centres	Kama Steliga, Executive Director, Lillooet Friendship Centre; Calvin Hanselmann, Director of Research.	April 3, 2008
Council of Canadians with Disabilities	Marie White, National Chairperson.	April 17, 2008
Caledon Institute of Social Policy	Michael Mendelson, Senior Scholar.	April 17, 2008
University of Victoria	Michael J. Prince, Professor of Social Policy.	April 17, 2008
Confédération des organismes de personnes handicapées du Québec	Walter Zelaya, Representative.	April 17, 2008
Winnipeg Harvest	David Northcott, Executive Director.	May 1, 2008
Community Foundations of Canada	Monica Patten, President and Chief Executive Officer.	May 1, 2008

Carrefour de pastoral en monde ouvrier	Jonathan Lacasse, Coordinator.	May 1, 2008
Queen's University	Rachel Laforest, Assistant Professor.	May 1, 2008
United Nations Human Rights Council (via videoconference)	Miloon Kothari, Former Special Rapporteur on Adequate Housing.	May 8, 2008
Social Rights Advocacy Centre	Bruce Porter, Director.	May 8, 2008
National Anti-Poverty Organization	Rob Rainer, Executive Director; Michael Creek, Director.	May 8, 2008
Income Security Advocacy Centre	Mary Marrone, Director of Advocacy and Legal Services.	May 8, 2008
Tamarack	Paul Born, President.	May 15, 2008
Caledon Institute of Social Policy	Sherri Torjman, Vice-President.	May 15, 2008
Canadian Policy Research Networks	Judith Maxwell, Past President and Senior Fellow.	May 15, 2008
University of Ottawa	David Gray, Associate Professor, Department of Economics.	May 29, 2008
McGill University	Axel van den Berg, Professor, Department of Sociology.	May 29, 2008
Social Research Development Corporation	Carole Vincent, Principal Research Associate.	May 29, 2008
Informetrica Limited	Richard Shillington, Senior Associate.	May 29, 2008
Fédération des femmes du Québec	Nancy Burrows, Coordinator.	June 4, 2008
Carleton University	Fran Klodawsky, Professor, Department of Geography and Environmental Studies;	June 4, 2008

	Marika Morris, School of Canadian Studies.	
University of British Columbia	Claire Young, Senior Associate Dean, Academic Affairs and Professor, Faculty of Law.	June 4, 2008
Affordable New Home Foundation Saskatchewan	Keith Hanson, Executive Director.	June 5, 2008
Centretown Affordable Housing Development Corporation	Dennis Carr, Development Coordinator.	June 5, 2008
Vancity Enterprises Ltd.	Dan Paris, Director of Development.	June 5, 2008
Focus Consulting Ltd.	Steve Pomeroy, President.	June 5, 2008
Université Laval	François Blais, Professor, Faculty of Social Sciences.	June 13, 2008
Canadian Education Association	Christa Freiler, Director of Research.	June 13, 2008
The Toronto Star	Carol Goar, Editorial Columnist.	June 13, 2008
University of Ottawa	David Gray, Associate Professor, Department of Economics.	June 13, 2008
University of Manitoba	Derek Hum, Professor, Department of Economics.	June 13, 2008
Caledon Institute of Social Policy	Michael Mendelson, Senior Scholar.	June 13, 2008
University of Regina	Jim Mulvale, Associate Professor, Department of Justice Studies.	June 13, 2008
Winnipeg Harvest	David Northcott, Executive Director.	June 13, 2008
Dalhousie University	Lars Osberg, Professor, Department of Economics.	June 13, 2008
Citizens for Public Justice	Chandra Pasma, Policy Analyst.	June 13, 2008

National Anti-Poverty Organization	Rob Rainer, Executive Director.	June 13, 2008
National Council of Welfare	Sheila Regehr, Director.	June 13, 2008
University of Miami	Philip Robins, Professor, Department of Economics.	June 13, 2008
Council of Canadians with Disabilities	Marie White, National Chairperson.	June 13, 2008
Department of Human Resources, Labour and Employment, Government of Newfoundland and Labrador	Lynn Vivian-Book, Assistant Deputy Minister, Income, Employment and Youth Services; Aisling Gogan, Director, Poverty Reduction Strategy.	August 11, 2008
Newfoundland and Labrador Housing Corporation	Cynthia King, Manager of Affordable Housing.	August 11, 2008
City of St. John's	Shannie Duff, Councillor; David Blackmore, Director of Building and Property Management.	August 11, 2008
Make Work Pay Coalition	Lana Payne, Representative.	August 11, 2008
St. John's Status of Women Council and Women's Centre	Charmaine Davidge, Executive Director.	August 11, 2008
Canadian Mental Health Association – Newfoundland and Labrador	Heather Pollett, Policy Analyst, Canadian Mental Health Division.	August 11, 2008
St. John's Board of Trade	Nancy Healey, Chief Executive Director.	August 11, 2008
Newfoundland and Labrador Association of Social Workers	Annette Johns, Social Work Consultant.	August 11, 2008
Community Food Sharing Association of Newfoundland and Labrador	Egbert Walters, General Manager.	August 11, 2008
St. John's Native Friendship	Eileen Joe, Shanawdithit Shelter	August 11, 2008

Centre	Coordinator.	
Community Services Council of Newfoundland and Labrador	Penny Rowe, Chief Executive Officer.	August 11, 2008
Choices for Youth	Kerri Collins, Coordinator.	August 11, 2008
Association for New Canadians	Bridget Foster, Executive Director.	August 11, 2008
Coalition of Persons with Disabilities	Barry Galloway, Board Member and Director General, Independent Living Resource Centre.	August 11, 2008
Bridges to Hope	Derek Winsor, Program Director.	August 11, 2008
As individuals	Lorraine Best; John Eddy.	August 11, 2008
Department of Community Services, Government of Nova Scotia	Lynn Hartwell, Executive Director, Policy and Information Management; David Ryan, Executive Director, Employment Supports; Kristen Tynes, Advisor, Communications.	August 13, 2008
Halifax Regional Municipality	Geri Kaiser, Deputy Chief Administrative Officer; Fred Wendt, Planner, Regional Planning.	August 13, 2008
City of Charlottetown	Clifford J. Lee, Mayor.	August 13, 2008
Union of Nova Scotia Municipalities	Robert Wrye, Deputy Mayor of Wolfville, President.	August 13, 2008
Nova Scotia Legal Aid	Vince Calderhead, Senior Staff	August 13, 2008

	Counsel.	
Affordable Housing Association of Nova Scotia	William Buckland, Vice-President.	August 13, 2008
Community Action on Homelessness	Claudia Jahn, Program Director.	August 13, 2008
Nova Scotia League for Equal Opportunities	Claredon Robicheau, Past Chair.	August 13, 2008
Atlantic Centre of Excellence for Women's Health	Barbara Clow, Executive Director.	August 13, 2008
Investment Property Owners Association of Nova Scotia	Joe Metlege, President.	August 13, 2008
Urban Core Support Network Saint John Inc.	Lisa Wetmore, Project Coordinator.	August 13, 2008
Human Development Council	Belinda Allen, Research Project Coordinator.	August 13, 2008
United Way of Prince Edward Island	Clair Smith, Executive Director.	August 13, 2008
Phoenix Youth Programs	Miia Suokonautio, Director, Programming.	August 13, 2008
Exit Realty Professionals	Bill Grace.	August 13, 2008
First Voice Community	Ann Duffy.	August 13, 2008
Nova Scotia Community base Transportation Association	David Mooney.	August 13, 2008
Spring Garden Area Business Association	Bernard Smith.	August 13, 2008
As individuals	Carole Hanrahan; Anne Marie Elderkin.	August 13, 2008
University of New Brunswick	Luc Thériault, Professor of Sociology.	August 14, 2008

City of Saint John	Peter McGuire, Councillor.	August 14, 2008
New Brunswick Non-Profit Housing Association	Gary Glauser, Consultant.	August 14, 2008
40 th Parliament - 2 nd Session		
Canada West Foundation	Roger Gibbins, President and CEO.	April 2, 2009
Caledon Institute of Social Policy	Sherri Torjman, Vice-President.	April 2, 2009
Wilfrid Laurier University	Lea Caragata, Associate Professor.	April 2, 2009
Centre for the Study of Living Standards	Andrew Sharpe, Executive Director.	April 22, 2009
University of Alberta	Alison Taylor, Professor, Faculty of Education; Harvey Krahn, Professor of Sociology.	April 22, 2009
Simon Fraser University	Olena Hankivsky, Associate Professor, Public Policy Program Co-Director.	April 22, 2009
Pathways to Education Canada	David Hughes, President and Chief Executive Officer.	April 22, 2009
As an individual	Derek Cook.	April 23, 2009
Carleton University	Frances Abele, Professor, School of Policy and Administration.	April 29, 2009
University of Regina	Doug Durst, Professor, Faculty of Social Work.	April 29, 2009
As an individual	Andy Siggner.	April 29, 2009
National Association of Friendship Centres	Peter Dinsdale, Executive Director.	April 29, 2009
University of British	Daniel Hiebert, Professor of	May 6, 2009

Columbia	Geography.	
Institut national de la recherche scientifique, Centre Urbanisation Culture Société	Damarise Rose, Professor, Urban and Social Geography.	May 6, 2009
Ontario Council of Agencies Serving Immigrants	Debbie Douglas, Executive Director.	May 6, 2009
City of Vancouver	Jill Davidson, Assistant Director, Housing Policy.	May 28, 2009
City of Toronto	Sean Gadon, Director, Affordable Housing Office.	May 28, 2009
University of Victoria	Michael J. Prince, Lansdowne Professor of Social Policy.	May 29, 2009
Caledon Institute of Social Policy	Michael Mendelson, Senior Scholar.	May 29, 2009
University of Ottawa	Miles Corak, Professor, Graduate of School of Public and International Affairs.	May 29, 2009
University of Montreal	Dr. Marie-France Raynault, Associate Scientific Director, Population Health.	May 29, 2009
University of Manitoba	Sid Frankel, Associate Professor, Faculty of Social Work; Evelyn Forget, Professor, Community Health Services.	May 29, 2009
The Toronto Star	Laurie Monsebraaten, Columnist.	May 29, 2009
University of Montreal	Alain Noël, Professor, Department of Political Science.	June 3, 2009
Vibrant Communities Saint John Leadership Roundtable	Tom Gribbons, Chair.	June 3, 2009
Hamilton Roundtable for Poverty Reduction	Liz Weaver, Director.	June 3, 2009

Government of Ontario	The Honourable Deb Matthews, M.P.P., Minister of Children and Youth Services.	June 3, 2009
National Aboriginal Housing Association	Charles W. Hill, Executive Director; David Seymour, Member, Board of Directors.	June 5, 2009
Calgary Homeless Foundation	Alina Tanasescu, Manager, Research and Public Policy.	June 5, 2009
Canada Without Poverty	Rob Rainer, Executive Director.	June 5, 2009
National Council of Welfare	Sheila Regehr, Director.	June 5, 2009
As an individual	David Snow.	June 5, 2009
Wellesley Institute	Michael Shapcott, Director, Affordable Housing and Social Innovation.	June 5, 2009
Canadian Housing and Renewal Association	Phil Brown, Member, Board of Directors.	June 5, 2009
Focus Consulting Inc.	Steve Pomeroy, President.	June 5, 2009
As an individual	Margaret Eberle, Housing Policy Consultant, Eberle Planning and Research.	June 5, 2009
Canada Mortgage and Housing Corporation	John Black, Director, Housing Needs Policy; Debra Darke, Director, Community Development.	June 11, 2009
Human Resources and Skills Development Canada	Frank Vermaeten, Senior Assistant Deputy Minister; Frank Fedyk, Associate Assistant Deputy Minister; Dominique La Salle, Director General, Seniors and Pension Policy Secretariat;	June 11, 2009

	Jane Weldon, Director General, Homelessness Partnering Secretariat.	
As an individual	Claire Heslop.	June 18, 2009
Statistics Canada	Russell Wilkins, Senior Analyst, Health Analysis Division. Jillian Oderkirk, Director, Health Analysis Division.	June 18, 2009
Saskatoon Health Region	Dr. Cory Neudorf, Chief Medical Health Officer.	June 18, 2009
As an individual	Darrell Powell, National Advocate – Mental Health and Disability for Disabled Workers Canada.	June 18, 2009
As an individual	Dr. Lisa Doupe, Consultant.	June 18, 2009

Appendix 3 -Approaches to analysis

In the first section of this report, a summary of approaches to the analyses that underpin this report was provided. A more detailed description is provided below.

Public sector, private sector, voluntary sector

The Committee also understands that responsibility for “solving” poverty, housing and homelessness problems does not and cannot rest solely with government, just as it does not and cannot rest solely on the shoulders of those with inadequate incomes and housing affordability problems. While our focus is on public policy instruments, primarily but not exclusively at the federal level, we have been most impressed with the enormous contributions made by the private sector (the “market”) and the community-based or civil-society sector to improving the economic and social context in which people are living their lives in communities across the country. Both sectors have contributed enormously to employment creation, and to helping people prepare for these jobs. Similarly, both sectors have been instrumental in identifying and meeting the needs of people who are not able to purchase the goods and services they need in the competitive marketplace.

Through research, witnesses in hearings in Ottawa, Halifax and St. John’s, and agency staff and clients in those cities and in Vancouver, Calgary, Regina, Winnipeg, Toronto and Montreal, the Committee has learned that local business and community leaders have often taken the leadership role in filling gaps in social programs, in tackling more systemic economic and social issues, and in building stronger communities, at a local level. We have sought their policy advice, which is cited in this report and has informed our recommendations. We have also identified the promising practices from these sectors and described them briefly in Appendix 3, to catalogue what has been making the difference across Canada to people who are poor and/or homeless, and to encourage others to tailor solutions from other communities to meet the needs in their own.

Finally, we have addressed ways in which all sectors, in their search for ways to reduce poverty, increase access to affordable and secure housing, and eliminate homelessness, can “make common cause.” A discussion and recommendations are included in Section 6.

Life-course

The Committee has also tried to apply a life-course approach to its deliberations. It has been recognized for some time that in almost every life, there are transition points that are challenging: school completion, first job, buying a home, birth of a child, marital breakdown, death of a spouse, retirement are just some examples. We are also aware that the vast majority of Canadians navigate all of these transitions or “bumps” successfully, with the help of family and friends, and perhaps employers. For many others, one or more of these transitions can result in significant loss of income and/or housing security.

It has been suggested that appropriate intervention in anticipation of these disruptions, or in a short-term and more immediate response to them, would be a more useful approach to policy and program design, than designing programs without regard for what has come before and what might come after, if the transition is navigated smoothly.

This approach, for example, would suggest that requiring people in need of income assistance to liquidate virtually all their savings, homes, and other assets is short-sighted and mean-spirited. More will be said about this problem later in the report.

Further, the Committee has heard that different solutions are appropriate at different transition points:

You can imagine thinking about poverty writ large and the appropriate programs according to different points in an individual's life cycle. If we think of the elderly widow of the 1950s and 1960s, if that woman was poor in one year, she was poor forever. It was also appropriate to suggest that money was not only a symptom of her problem, but a cause of it. The lack of funds prevented her from participating normally in society. In that case and at that stage of life, perhaps income transfers are the appropriate mechanism. One of the great success stories of the Canadian welfare system has been the decline of poverty amongst seniors. However, if you flip this to the other end of the age spectrum — the child — we might think of the more appropriate intervention under the term investment, not income support.... In the middle stage of life, we think more in terms of insurance. People are engaged in the labour market, which is how you will make your way in life. However, things happen and there is a need for social insurance.

(Miles Corak, Professor, Graduate School of Public and International Affairs, University of Ottawa, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 May 2009)

Diversity analysis

The Committee has paid special attention to how public policies and programs have different impacts on different identifiable groups of people. The first way this is reflected in this report is a focus on groups that are over-represented among the poor and the homeless in Canada. While we have undertaken to report on the differential impacts of various “mainstream” policies and programs on these groups, we have also added a section to the report focussing on these groups: we describe the particular situations facing unattached adults, lone parents, Aboriginal peoples, people with disabilities and newcomers to Canada (both immigrants and refugee claimants). This specificity includes a focus on the programs and policies that are intended to address the needs of these groups, with recommendations related to them.

The Committee is aware, however, that these groups are not the only ones who experience differential impacts.

Gender

In particular, the Committee held hearings on women’s poverty. Despite significant increases in labour force participation and rising incomes, women (and their children) are particularly vulnerable, including economically, when domestic violence forces them to leave their homes, and when marriages and households dissolve.

[T]he average earnings of women relative to men remain in the range of 62% to 64%; for women who are fully employed, it is higher at 72%. It is remaining relatively constant. It is not moving; it is not improving. It did improve previously, but it is stuck now at a certain level.

The poverty level of female lone parents is 33%. For unattached females aged 65 and over, it is 20%, and for unattached females under age 65, it is 37%. Those are very high levels of poverty.

(Glenn Drover, Social worker, Canadian Association of Social Workers, Evidence, Standing Senate Committee on Social Affairs, Science and Technology, 1st Session, 39th Parliament, 10 May 2007)

The Committee has addressed the particular impact of programs on women throughout the report.

Race

In the course of our hearings, we also heard about how race (visible minority status) is a factor in the experience of poverty and housing and income insecurity and inadequacy.⁴⁷⁵

According to Boris Palameta, visible minority immigrants are “significantly more likely than other immigrants to be in low income, regardless of time in Canada.”⁴⁷⁶ He suggests language facility, credential recognition, and discrimination are possible factors to explain these results. Other analysts have noted that the intersection of being a newcomer, and being of colour seems to increase the risk, experience and duration of poverty.⁴⁷⁷

Although more and more newcomers to Canada are non-Caucasian, not all visible minority people in Canada are newcomers. And not only newcomers experience racism. The Committee heard testimony that fully one-third of members of racialized groups are Canadian-born, and that their experience is similar to that of the two-thirds of racialized groups who are newcomers to Canada.⁴⁷⁸ During site visits in Winnipeg, Committee members heard that the racism young Aboriginal people face is rampant; the Committee also heard from witnesses that racism and its links to poverty are problems that have not been adequately addressed in federal policy. A witness before the Committee emphasized the same point:

[Aboriginal individuals] encounter racism from landlords, from employers when they are seeking employment, from clerks and waiters in restaurants when they use their status cards, and from police and authorities with so-called zero tolerance. The racism is both personal and systemic. It is built into the system and it is difficult to address.

(Douglas Durst, Professor, Faculty of Social Work, University of Regina, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 29 April 2009)

Intersectionality

Finally, the Committee understands that disadvantage is exacerbated at the intersections of these groups. For example, an Aboriginal person with a disability is more likely to be poor than a non-Aboriginal person with a disability; an Aboriginal woman is more likely to be poor than an Aboriginal man.

An expert in this approach gave the Committee guidance in this matter:

[I]t is important ahead of time, in terms of proposing a policy, to think about the differential effects it will have on the diversity within the Canadian population... Gender-based analysis ... looks at the potential differential effects of proposed policy legislation on men and women... [W]e need to move beyond gender-based analysis into a more refined and sophisticated analysis which, in the European and American contexts, is now referred to as an intersectionality framework where we take into account the complexity of interactions of gender and race, ethnicity, class, geography, age

⁴⁷⁵ For examples, see testimony by Mr. Roberto Jovel before the Committee, 1st Session, 39th Parliament, 10 May 2007, and by Michele Thibodeau-DeGuire also before the Committee, 1st Session, 39th Parliament, 14 June 2007.

⁴⁷⁶ Boris Palameta, “Low Income Among Immigrants and Visible Minorities,” *Perspectives*, Catalogue no. 75-001-XIE, Statistics Canada, April 2004.

⁴⁷⁷ Michael Ornstein, *Ethno-Racial Groups in Toronto, 1971–2001: A Demographic and Socio-Economic Profile*, Institute for Social Research, York University, 2006, p. 91; Cheryl Teelucksingh and Grace-Edward Galabuzi, “Impact of Race and Immigrants Status on Employment Opportunities and Outcomes in the Canadian Labour Market,” *Policy Matters*, No. 22, Centre of Excellence for Research on Immigration and Settlement, November 2005, p. 1; Jeffrey G. Reitz, “Social Risks for Newcomers to Canada: Issues Respecting the Role of Government in Ontario,” 2003, p. 16.

⁴⁷⁸ Avy Go, Submission to SAST, 2nd Session, 39th Parliament, March 2008, p.2.

and ability in order to understand people's experiences and to better tailor policies that are inclusive. This is not looking at things through a single category of analysis like gender, race or class, but bringing them all together and considering how those combine to affect experiences and educational and health needs. For areas such as poverty and homelessness, this kind of an approach would be extraordinarily effective.

(Olena Hankivsky, Associate Professor and Public Policy Program Co-Director, Simon Fraser University, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 22 April 2009)

Another witness, presenting detailed data on paths into homelessness in Ottawa, reminded the Committee of the importance of this analysis to the development of appropriate policy responses:

It is not enough to recognize that, broadly, some groups are more affected by poverty than are others. In order to understand what causes people to become homeless and what help they require, it is important to fully incorporate an intersectional lens. By intersectional, I mean an approach that recognizes that a person's life experience is shaped by multiple characteristics, including gender, ethnicity, ability, class, sexual orientation and so on. These factors intersect with one another in complex ways, with poverty too often being the outcome.

(Fran Klodawsky, Professor, Department of Geography and Environmental Studies, Carleton University, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 4 June 2008)

In some cases, data are not available, and/or testimony did not comment on these impacts. However, wherever possible, the Committee has captured these differential impacts within this report.

Regional differences

As the Committee has heard witnesses from across Canada, and has visited agencies in many major cities, we have been struck by the pervasiveness of poverty, housing challenges and homelessness in every province and major city. At the same time, we have noted that some regions, provinces and cities have challenges unique to their particular areas.

For example, we heard from many witnesses that in the Atlantic provinces, the disproportionate increases in home fuel costs, or “fuel poverty,” was an emerging and growing exacerbation of income inadequacy in that region.⁴⁷⁹ At the other end of the country, we heard that Vancouver has had to postpone its “housing first” approach to homelessness because of a complete dearth of available housing in that city.⁴⁸⁰ In between, we learned of the concentration of off-reserve Aboriginal poverty and homelessness in Prairie cities, and the concentration of poverty and housing affordability and adequacy problems among newcomers in Montreal and Toronto, as well as Vancouver.

These differences have been reflected in the particular initiatives in different provinces and cities, from both governments and non-government organizations. They highlight both the importance of flexibility in federal policies and programs, and the great responses at more local levels to particularly local problems.

⁴⁷⁹ Rob Rainer, Evidence, SAST, 1st Session, 39th Parliament, 3 May 2007; Claredon Robicheau, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 13 August 2008; Derek Winsor, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 11 August 2008; and Clifford Lee, Submission to the Subcommittee on Cities, 2nd Session, 39th Parliament, 13 August 2008.

⁴⁸⁰ Jill Davidson, Evidence, Subcommittee on Cities, 2nd Session, 40th Parliament, 28 May 2009.

Jurisdiction

The Committee is conscious of the primacy of provincial and territorial authority in many areas related to poverty, housing and homelessness.

In each province, we were impressed by particular programs and/or policies that are contributing to the reduction of poverty, the creation of affordable housing, and the reduction in homelessness. Many were under the rubric of a poverty reduction strategy or a housing or homelessness strategy. We have highlighted some of these provincial government initiatives in the section of the report that focuses on demonstrated successes and promising practices, and have provided more detail in Appendix 4.

Also, for each province, the Committee learned of particular gaps or inadequacies in programs or glitches in their implementation, sometimes caused by interaction with other programs, including federal programs. In this study, we focus in part on “persistent problems” in public policies and programs, and focus on either federal programs or interactions among programs and policies.

However, the Committee also heard that Canadians do not want any level of government to avoid addressing these issues by deflecting responsibility elsewhere. This sentiment was summarized by an interfaith coalition working to eliminate poverty in a letter to the Committee:

Canadians are tired of jurisdictional disputes among various levels of governments, and expect that all three levels of government will work together to provide the requisites for worthwhile living for all Canadians.⁴⁸¹

We share that sentiment.

We have also been reminded by many witnesses that many Canadians are looking to the federal government for leadership, including in a renewed intergovernmental collaboration on these issues.

Our recommendations focus on federal policies and programs, but also address the need for federal and provincial governments to share goals, to remove the counterproductive interactions among programs and policies, and to contribute to a Canada that is rid of poverty and homelessness, and that provides adequate and affordable housing for all in our country. We offer these recommendations with respect for the initiative and innovative approaches being implemented across Canada, and with hope that collectively we can maximize the benefits for all Canadians.

⁴⁸¹ Elizabeth Brown and Carolyn Earle, Letter to the Committee as co-chairs of Face of Poverty Consultation, 31 August 2008.

Appendix 4 - Community responses

The Committee visited nine cities and 25 agencies across Canada, meeting with staff and clients of programs that hold great promise in meeting the needs of people living with challenges with respect to poverty, housing and homelessness. While these have been referred to briefly throughout the report, this appendix provides more detail about the programs, the challenges they face, the actions they have taken, the lessons they have learned, and the government action they are recommending.

Poverty

Pathways to Education Canada⁴⁸²

The Committee heard from Pathways to Education staff as a witness on 22 April 2009.

Challenge

[S]tudies show that high school dropouts tend to be unemployed or earn lower wages, thus paying lower taxes and incurring higher social assistance costs. They commit more crime, threatening the safety of our neighbourhoods and putting greater strains on the justice system. They have higher incidences of drug use and teenage pregnancy, putting greater strains on the health care system.⁴⁸³

- The vast majority of homeless youth across the country have not completed high school, in Ottawa and Toronto that number ranges between 63% and 90%.
- The unemployment rate among those aged 25 to 44 who did not have a high school diploma was 12.2% - almost double that of those who had completed high school, without further education.⁴⁸⁴

The Pathway to Education approach views the high dropout rate not as a school problem, a community problem or a family problem alone, but rather as a problem that involves all of those elements.

Action

Pathways to Education provides a full range of complimentary supports to help youth focus on education and manage the day-to-day challenges that sometimes get in the way of achieving success. It is the Pathways approach to focus those supports at home and in the community where youth spend the greater part of the day, and where they are tempted by the greatest number of distractions that could pull them off course. The Pathways to Education approach is community based; the program staff work with the community, school and household to develop the right supports for youth in that community.

After building the capacity among volunteers in the community who will provide support to students, Pathways asks students, their parents and their school to ‘contract’ to meet expectations and the accountabilities of the program. Volunteers provide after-school tutoring and mentoring. The youth describe this as like having a “coach and a referee”⁴⁸⁵. Their ‘coaches’ help with the

⁴⁸² David Hughes, CEO Pathways to Education Canada, Submission to the Subcommittee on Cities 2nd Session, 40th Parliament, 22 April 2009

⁴⁸³ Ibid.

⁴⁸⁴ Ibid.

⁴⁸⁵ Ibid.

distracting challenges and also help students to seize opportunities. Pathways also provided financial support such as lunch vouchers or bus tickets and larger financial support such as scholarships.

Lessons learned

The Subcommittee heard that in 2001 the first Pathways program was implemented in Toronto's Regent Park, where average family income was below \$18,000 and the high school dropout rate was double the Toronto average. An assessment found that in an eight-year period, 90% of the high school-aged youth had enrolled in the Pathways to Education program, and that the dropout rate for those in the program declined from 56% to less than 10%. There was also a quadrupling of the number of students going on to post-secondary education, up to 80%, from only 20%. Ninety percent of these students were the first in their families to go on to post-secondary education.⁴⁸⁶

The Boston Consulting Group undertook a study of the Pathways to Education program and concluded that its Social Return on Investment (SROI) was valued at \$25 dollars back to society for every dollar invested in the program. They calculated that the program would have a \$400,000 cumulative life-time value to each graduate based only on the incremental tax receipts and lower transfer payments typical of high school graduates compared with the program costs. The Subcommittee was impressed by this analysis.

The Subcommittee is very interested in encouraging the replication of effective community-based program models that have the potential to work in other communities. We learned that an essential element of the program is the reliance on volunteer effort and community engagement. While the program has been replicated in five Canadian communities in the past couple of years, replication began only after careful selection of the community, identification of community leaders and emergence of a coalition of community partners. Implementation has been unique to each community.

Government action

In testimony the Subcommittee heard specific recommendations for action that would help to reduce dropout rates and help to reduce poverty in urban areas.

- Fund programs such as Pathways to Education and similar programs that are reducing dropout rates, as an investment. Funding for replication of the program would be helpful but it must remain largely a volunteer and community-based effort and relies on involvement of the family and the community. The process cannot be hurried.
- Establish bold and ambitious goals for cities and provinces around educational attainment. Develop a national consortium or task force that is multilevel, multi=sectoral and multidisciplinary in nature, and that works with government, corporate and non-profit sectors to establish and attain the goal of complete elimination of dropouts.
- Require that educational statistics relating to credit accumulation, school attendance, grades, and standardized test results in core subject areas be tracked and reported by postal codes to help in the identification of – and analysis of - high-risk/low-risk communities. The greatest challenges are around Grades 9 and 10.

⁴⁸⁶ Ibid.

Circle Project Association⁴⁸⁷

Site Visit 14 July 2009 Regina, Saskatchewan

Challenge

High school completion rates among Aboriginal people are significantly lower than rates for the general population.⁴⁸⁸ Recent research indicates that Winnipeg and Regina had non-completion rates of 48% and 44% respectively among the Aboriginal population.⁴⁸⁹ Increasing the high school completion rate has been demonstrated have a positive impact on the employment rate among Aboriginal people.⁴⁹⁰ When the Circle Project program was first implemented in the early 1980s, the dropout rate for Aboriginal students was 85%, while unemployment and welfare dependency rates were around 90%.⁴⁹¹

Aboriginal peoples make up 9.3% of the population of Regina; this rate is among the highest of all large urban centres in the country, ranking third after Winnipeg (10.2%) and Saskatoon (9.9%).⁴⁹² Although Aboriginal peoples have made significant economic gains in the last 20 years, the 2006 Census indicated that 37% of Saskatchewan's Aboriginal population was living at or below the LICO.⁴⁹³

Action

The Circle Project offers education programs, counselling and support, based on the Aboriginal vision of wholeness, balance and healing, for adults over the age of 18 years. The adult basic education program helps students achieve their Grade 12 Equivalency Diploma (GED). Also offered are traditional parenting sessions and the KidsFirst program that provides services and support to parents as they raise young children.⁴⁹⁴ Programs are delivered to the Regina community at the main centre and in satellite locations; about 90 to 95% of the clients are Aboriginal. Counselling services support clients dealing with various experiences such as drug addiction, family violence and anger management. In a separate, purpose-built location The Circle Project operates a licensed childcare facility for children 18 months to 12 years old.

Lessons learned

Adult basic education toward achievement of the GED is offered in a series of courses, allowing students to progress in manageable stages. Subcommittee members learned that many students start more than once, as they stabilize other elements of their lives and that this flexibility was a key factor for success of the program. Circle Project offers support and referrals to students for access housing, food bank and financial assistance, but focuses on what staff refer to as second-level

⁴⁸⁷ The Circle Project Association Inc. <http://www.circleproject.ca/index.html>. Accessed 6 August 2009.

⁴⁸⁸ Michael Mendelson, "Improving Primary and Secondary Education on Reserves in Canada", *Caledon Commentary*, Caledon Institute of Social Policy October 2006

<http://www.caledoninst.org/Publications/PDF/608ENG.pdf>. Accessed 30 July 2009.

⁴⁸⁹ Ibid.

⁴⁹⁰ Andrew Sharpe, Jean-François Arsenault, Simon Lapointe and Fraser Cowan, *The effect of increasing Aboriginal education attainment on the labour force, output and the fiscal balance*, The Centre for the Study of Living Standards May 2009 <http://www.csls.ca/reports/csls2009-3.pdf>. Accessed 30 July 2009.

⁴⁹¹ The Circle Project Association Inc. *Annual Report* 2009.

⁴⁹² Douglas Durst, "Both Lost and Found: Urban Aboriginal Peoples in Prairie Cities," *Our Diverse Cities*, No. 6, Spring 2009, p. 93.

⁴⁹³ Bill Holden, Nicola Chapin, Carmen Dyck and Nich Frasier, *Poverty Reduction Policies and Programs: Saskatchewan*, Canadian Council on Social Development, 2009 p. 5.

⁴⁹⁴ The Circle Project website <http://www.circleproject.ca/>. Accessed 2 July 2009.

service delivery, meeting the needs of people who are “helping themselves through education, cultural awareness, family and community”⁴⁹⁵ A number of former students now serve as staff members having completed both high school and subsequent college level education.

Subcommittee members saw how Aboriginal culture and teachings were integrated into every aspect of the services offered and were reinforced by the large number of Aboriginal staff.⁴⁹⁶ The majority of the governing council members are Aboriginal by mandate. Elders are involved in a meaningful way in all aspects of the agency.⁴⁹⁷ Subcommittee members learned from staff, student, volunteers and Elders about the importance of the Aboriginal foundation of the program.

Government action

Focus groups participants, including students from the GED preparation program, staff and an Elder, made the following points about what would help them to achieve their academic goals:

- Services that are currently available only to those on social assistance, such as shelter allowance, medical and dental care and childcare subsidies, should be made available to all living in low income. This would encourage people to move away from social assistance into school or work without losing the supports they need.
- Focus group participants were unanimous in noting the need for more support for those who move off social assistance to become full-time students. In their assessment, the current provincial training allowance (PTA)⁴⁹⁸ program provides no financial motivation for leaving social assistance and taking up full-time studies, particularly for those who are lone parents. The allowance has not been able to react quickly enough to recent increases in rent and utilities, and it excludes coverage for childcare, in the experience of the students.
- National housing and childcare strategies were noted as having the potential to alleviate some of the most significant barriers for students moving from social assistance to school to work.

Urban Circle Training Centre⁴⁹⁹

Site Visit 15 July 2009 Winnipeg, Manitoba

Challenge

Winnipeg, like Regina, has a high concentration of Aboriginal people. While high school completion rates and even poverty rates are showing improvement, there is still high demand for programs that assist young Aboriginal women with high school completion and further education.⁵⁰⁰ A study of urban Aboriginal people living in Western cities reports that Urban Aboriginal youth are facing three

⁴⁹⁵ The Circle Project *Mission Statement* October 1997.

⁴⁹⁶ Devlin and Associates Canada *An Evaluation of The Circle Project* March 2007.

⁴⁹⁷ The Circle Project Association Inc., *Annual Report 2009*, June 2009.

⁴⁹⁸ The Provincial Training Allowance (PTA) provides income support to low-income students enrolled in approved basic education. For more information, see Government of Saskatchewan, “Workforce Development initiatives or in Quick Skills Training,” <http://www.aeel.gov.sk.ca/pta/>. Accessed 20 July 2009.

⁴⁹⁹ Urban Circle Training Centre Inc. <http://www.urbancircletraining.com/home.htm>. Accessed 7 August 2009

⁵⁰⁰ Jim Silver, “The Inner Cities of Saskatoon and Winnipeg: A New and Distinctive Form of Development,” Canadian Centre for Policy Alternatives, January 2008, p. 11.

main challenges: difficulties in developing positive Aboriginal identity, problems finding suitable employment opportunities and success in completing secondary education.⁵⁰¹

Action

The first program responded directly to a need expressed by Aboriginal women in Winnipeg's inner city for training that would lead to meaningful employment.⁵⁰² Urban Circle Training Centre (UCTC) began almost 20 years ago with one program only for women on social assistance. That program, like the ones offered now, provided access to a 'ladder' of education – beginning with life skills, then adult basic education and Grade 12 equivalency diploma (GED) preparation and on to college-certified courses. Individuals can enter at any level. Participants are given 'wrap-around' support as they achieve goals of education attainment necessary for employment. Urban Circle now serves 130 students per year in a purpose-built, four-classroom training centre in Winnipeg's inner core.

Lessons learned

Subcommittee members experienced firsthand how the UCTC building itself is an integral part of the centre's program and displays the Urban Circle approach. The building design in the shape of a turtle, with the four classrooms representing the legs, allows the space to embrace and foster the Aboriginal roots of the program. Staff described the construction of the Centre as a community-building experience with an Aboriginal focus.

Normally, a life skills program is part of the first few weeks of training. Subcommittee members heard from the students that life skills and teachings in how to approach learning are as important as the course content to their success. The diploma completion and employment rate for students is 85 to 90%. Follow-up with students is done when they leave and then again six and 18 months later. Student tuition fees for most programs are covered by the Urban Circle's funders; students are responsible for their own living expenses. To be eligible for the program, they must receive social assistance or employment insurance benefits and/or be the recipient of Band Council or Manitoba Metis Foundation support.

Staff explained to Subcommittee members that a new trades apprenticeship program has attracted men to the centre's programming. However, staff noted that the 130 students now being trained each year fills the classroom space, the building, and the program to their maximum capacity. UCTC is considering new programs. For example a childcare centre, in a building close-by, is in the planning stages and there is a desire to be able to provide housing for students. Beyond these changes, staff reported that the program could be replicated, but not expanded.

Government action

The focus group discussions with program participants and staff included the following recommendations for government action:

- Consistent, stable funding with a more regularized reporting requirement should acknowledge their status as an organization that has been providing service for almost 20 years.
- All the students who participated in the focus group discussion were finding it difficult to keep up financially while going to school. They proposed that social assistance build in "lots

⁵⁰¹ Durst, p. 95.

⁵⁰² Urban Circle Training Centre <http://www.urbancircletraining.com/aboutus.htm>. Accessed 7 August 2009.

of incentives” for participation in an education program. They described their experiences with less than adequate or affordable housing, unstable childcare, low food security and unstable education for their children when frequent moves were required to find more affordable and suitable housing.

- Staff have explored alternative program formats, combining school and work placements, but have found that restrictions in EI training allowances or social assistance programs could prevent students from getting coverage for living expenses while attending full-time studies.

Collingwood Neighbourhood House⁵⁰³

Site Visit 13 July 2009 Vancouver, British Columbia

Challenge

Located in a neighbourhood where just over 80% of the residents are visible minorities and approximately 18% of the residents arrived in Canada within the last five years.⁵⁰⁴ The area is one of Vancouver’s most diverse communities, and is characterized by its high density. As well, 32% of the population lives in low income, almost three times the national average.⁵⁰⁵

Action

Collingwood Neighbourhood House (CNH) is located in the centre of the community between other partnering facilities including community centres and churches, the community policing office and the local health centre. Building partnerships among all local facilities is a core mission of CNH. It serves all residents and offers several programs specifically for those living in low income, recent immigrants and the homeless, who are all likely to be socially isolated.

Programs have been built, adapted and expanded in response to needs, as and when they are identified by the community. The CNH space has been adapted over time to create several multipurpose rooms, a community kitchen, designated childcare space, several lounge areas for groups to use, and a roof top community garden. Programs are delivered both within the building and out in the community. Community groups are encouraged to develop their own programs.

Collingwood Neighbourhood House, like most neighbourhood houses and community centres, depends on fees for services as well as municipal, provincial and federal funding.⁵⁰⁶

Lessons learned

In discussion with Subcommittee members, staff described over 20 programs directly operated by CNH. CNH also partners with other organizations or facilitates many more programs in the community. Thus creating a wide variety of programs for a wide diversity of community needs. Subcommittee members were privileged to learn about some of the programs serving over-represented groups:

- Staff described their practice of active community outreach to bring new comers, single mothers and parenting grandparents to the centre in an attempt to reduce their sense of

⁵⁰³ Collingwood Neighbourhood House website. <http://www.cnh.bc.ca/>. Accessed 6 August 2009.

⁵⁰⁴ Statistics Canada *Census Tract Profile* <http://www12.statcan.ca/census-recensement/2006/dp-pd/prof/92-597/P3.cfm?Lang=E&CTCODE=5273&CACODE=933&PRCODE=59&PC=V5R6C9>. Accessed 5 August 2009.

⁵⁰⁵ Ibid.

⁵⁰⁶ Collingwood Neighbourhood House website, <http://www.cnh.bc.ca/settlement.htm>. Accessed 9 June 2009.

isolation. An example of the outreach efforts is the group of single mothers who started their own community kitchen project, cooking multiple meals together.

- Services to recent immigrants include language training, and settlement services, with a 24-hour information and referral service in multiple languages. Individuals and families are connected to other service providers for help with housing, employment and school registration for children.
- Every Saturday morning, about 80 homeless people are served breakfast and offered a shower and fresh clothes. While some of the homeless people are from the local area, this program serves a much broader geographical area: staff estimate that about 70% come from Vancouver's downtown eastside.
- The Families Branching Out program gathers area residents for a family-centred evening of shared cooking, dining and activities. The program serves the many cultures represented within the community residents.
- Aboriginal programming includes a canoe club featuring weekly voyages to area rivers.
- The licensed childcare service at CNH is estimated by staff to be providing subsidized space to about 50% of the families using the service. Families are also offered assistance in their application for the subsidy.

Government action

CNH made these observations about needs among the people they serve:

- There is a need for sustainable, affordable housing with appropriate support to assist individuals to be fully 'involved', if not fully employed, in volunteer or other community participation.
- Newcomers need affordable temporary housing. Frequently among the hidden homeless, some newcomers have few options other than to stay with family or friends. Staff are aware of multiple families living together in overcrowded spaces for extended periods.
- Quick access to language training for all newcomers, regardless of immigration status, is important for the earliest possible integration.

Finally staff noted that Collingwood Neighbourhood House programs are funded from a variety of sources, often for specific programs for specific purposes. While that has allowed an extensive array of services, the most effective funding would be flexible enough to allow the organization to adapt quickly to the emerging needs of the community.

Montreal Diet Dispensary

Witness Testimony 7 February 2008 Montreal, Quebec

Challenge

Sixteen percent of all persons in Montreal lived in low income in 2006⁵⁰⁷ and the proportion of working poor among low-income households rose to 46.6% in 2005. Of this number, 38.3% had one employment income and 8.2% had more than one.⁵⁰⁸

A representative of the organization described the situation as follows:

*“At the moment, disadvantaged families spend approximately 21% of their income on food, when they should be spending about 32% in order to get proper nutrition. And children are the greatest victims of this poverty. Unborn children are particularly affected by this, because pregnant women will have much smaller babies born much earlier, and everyone knows about the problems caused by low-birth weight.”*⁵⁰⁹

Mothers living in urban areas were 1.3 times or 30% more likely to have low birth-weight babies, while mothers living in low-income neighbourhoods were also at increased risk (1.5 times or 50% more likely compared to mothers living in high-income neighbourhoods); while nutrition is not the only contributing factor, it is considered a significant one.⁵¹⁰

According to the Dispensary’s executive director, social assistance rates are too low to adequately meet the needs for a minimum standard of food security.⁵¹¹ A study conducted by the Montreal Diet Dispensary, funded by the City of Montreal, found that a nutritious food basket cost was \$6.91 per person per day in January 2009, an increase of 11% over the cost in January 2008.⁵¹²

Action

While the recent statistics demonstrate the current need, the Montreal Diet Dispensary (MDD) was, in fact, founded in a much earlier era. In 1879 MDD began by preparing and distributing “nutritious meals to many destitute and ill Montrealers.”⁵¹³ The MDD mission is to promote health in the community, especially among pregnant mothers whose babies are at risk because of low socio-economic status. MDD fights poverty by trying to prevent the problem of low birth-weight babies.

Lessons learned

Each year, the MDD assists approximately 2,000 poor women including pregnant teenagers; this represents over one-third of the disadvantaged families on the Island of Montreal.⁵¹⁴ The Committee learned that MDD offers a very specific service to the women they serve: each one receives a home visit, nutrition counseling and a daily food supplement. Mothers are also encouraged to take part in

⁵⁰⁷ Statistics Canada 2006 Census Community Profiles, CANSIM table.

⁵⁰⁸ Pierre-Joseph Ulysse, *La lutte contre la pauvreté et l'exclusion par le développement social au Québec : un portrait des vingt dernières années*, Canadian Council on Social Development, 2007, p. 4.

⁵⁰⁹ Marie-Paul Duquette, Evidence, SAST,, 2nd Session 39th Parliament, 7 February 2008.

⁵¹⁰ Canadian Institute for Health Information, *Too Early, Too Small: A profile of small babies across Canada*, 2009 http://secure.cihi.ca/cihiweb/products/too_early_too_small_en.pdf. Accessed 12 August 2009.

⁵¹¹ Marie-Paul Duquette, Evidence.

⁵¹² Montreal Diet Dispensary, *129th Annual Report 2008-2009*, p. 6 <http://www.ddm-mdd.org/en/pdf/Report%2008-09.pdf>. Accessed 12 August 2009.

⁵¹³ Montreal Diet Dispensary http://www.ddm-mdd.org/en/prop/prop_hist.html. Accessed 12 August 2009.

⁵¹⁴ Marie-Paul Duquette, Evidence.

group activities including breastfeeding promotion and support, preparation for delivery, care of the newborn, and healthy cooking.

Over-represented groups such as immigrants in Montreal are especially in need of MDD services. “Forty-four per cent of the babies born in Montreal have mothers who were born in another country; they are often living in extreme poverty.”⁵¹⁵

The Committee heard that the cost of the MDD package of services is \$650 for each woman served; this compares very favourably to the more significant costs, in both financial and human terms, of the extra care required for a low birth-weight baby.⁵¹⁶ It has been estimated that every dollar invested in the MDD program saves \$8 in health care.⁵¹⁷ Last year, just 4.6% of MDD clients had a low birth-weight baby; the rate is 6% in Montreal, for all socio-economic levels.⁵¹⁸ More than 95% of mothers helped by MDD breastfeed their babies.⁵¹⁹

Government action

While the focus of the work of the MDD is on nutrition, MDD Executive Director told the Committee about the issues facing the women that MDD sees every day and suggested action in the following areas:

- Provision of a income to families in need, at an adequate level to pay for nutritious food, housing and childcare;
- Access to affordable housing, a major issue for the families that MDD helps, MDD has found that families struggling to afford their housing will have to sacrifice healthy eating. Access to food bank provisions does not always solve the problem. The government is urged to provide more access to affordable housing so that low income families would be able to afford healthy food.
- Government funding and programs for pre-natal and post-natal nutrition. The MDD program needs to act quickly to have an impact on their clients, many of whom do not connect with the services until they are well into their pregnancy. MDD makes the case that gaining access to nutritious food early in life, and gaining access to related supports during the baby’s first year can break the poverty cycle.

Community Kitchen Program of Calgary⁵²⁰

Site Visit 20 May 2009 Calgary, Alberta

Challenge

The Community Kitchen Program (CKP) of Calgary cites the following data for those living in poverty in Calgary: 14.8% of children, 20.6% of seniors, 30.4% of single parent families and 12.5%

⁵¹⁵ Ibid.

⁵¹⁶ Montreal Diet Dispensary, *129th Annual Report 2008-2009*, p. 6 <http://www.ddm-mdd.org/en/pdf/Report%2008-09.pdf>. Accessed 12 August 2009.

⁵¹⁷ MDD, “Evaluation of the ‘Higgins Method’”, http://www.ddm-mdd.org/en/acti/acti_rech.html Accessed 12 August 2009.

⁵¹⁸ MDD, *129th Annual Report 2008-2009*, p. 6.

⁵¹⁹ MDD, “Evaluation of the ‘Higgins Method’”.

⁵²⁰ Community Kitchen Program of Calgary <http://www.communitykitchenprogram.com>. Accessed 24 August 2009.

of Calgarians in general lived in poverty in 2006.⁵²¹ The Community Kitchen Programs identified these over-represented groups as needing both more time and money to be able to better feed themselves and their families; these are the groups their many programstar get and serve.

Action

Beginning in the 1993 recession, the CKP started with one volunteer coordinator, in one community kitchen. Six mothers cooked together, in an afternoon, a total of 357 nutritious meals for 17 people at cost of 52 cents per person, per meal. For that group, the process was repeated on a bi-monthly basis for the next five years. The agency reported that the results included not only saving valuable time and money, but also important long-term friendships.⁵²² That is the basis of the program. Since that time, the program, known as the Calgary's Cooking, has been expanded to multiple groups operating in over 35 locations, such as church and community centre kitchens. CKP has also created additional food distribution services.

Lessons learned

The Calgary's Cooking program continues to function much as it did in the initial program, by supporting the self-sustaining small cooking groups in the start-up phase and offering access to Calgary's Cooking program staff for ongoing advice. Subcommittee members learned that group participants benefit from the time saving and cost saving through bulk purchasing and menu planning that takes advantage of grocery store sales.

The Spinz-A-Round food distribution program helps other agencies meet the food needs to their clients. The program receives food donations from Safeway, Co-op, Sobeys and other agencies, food that would otherwise go to waste. Fresh produce, bread and other donations also come from suppliers and farmers' markets. Subcommittee members were given a tour of the large warehouse; its capacity, including extensive refrigeration and easy access for drop-off and pick-up, is a critical element of the success of the program. About 120 agencies such as Meals-on-Wheels, churches, and Calgary food banks pick up food from the Spinz-A-Round warehouse. CKP staff told Subcommittee members that food from the Spinz-A-Round warehouse fed approximately 125,000 people at a cost saving of over \$2.3 million. Seniors make up about 14,000 of that number and children over 46,300.

Committee members also heard about other programs run by Community Kitchen Program including a 'good food box' distribution to neighbourhood depots, emergency food hampers and emergency food distribution for City of Calgary disaster relief. CKP also delivers food to low-income children in summer day camp programs. CKP Souperstars program is an educational tool about food, food preparation and shopping delivered in schools in low-income communities.

Committee members were given a data sheet summarizing the impact of the Community Kitchen Program in 2008: 65,827 and 88,227 adults and seniors were fed, for a total of over 154,000 clients served. Community Kitchen estimates that a total of 40,663 meals were prepared using 11,000 volunteer hours in 2008.⁵²³

⁵²¹ Community Kitchen Program of Calgary "Poverty Facts and Impact of the Community Kitchens Program in 2008," brochure provided to Subcommittee during site visit.

⁵²² Community Kitchen Program of Calgary http://www.communitykitchenprogram.com/index.php?option=com_content&view=article&id=48:history-of-ckp&catid=34:history&Itemid=55. Accessed 4 August 2009.

⁵²³ Ibid.

Government action

Community Kitchen Program staff identified the following areas for potential government action:

- Funding to support requests for replication of the program. Calgary's Cooking has been approached by others wishing to replicate the program from Vancouver, Seattle and Melbourne, Australia. While Community Kitchen Program has been able to share its experience with Food Banks Canada, and the Alberta Food Banks, funding that activity is not easy. Government support for the costs of sharing the programs with other interested agencies would be helpful.
- Funding for capital acquisitions needed for program delivery. Key to their success, according to the program staff, is their "dream" location and warehouse facility. It is the 9,000 square foot leased space that makes possible the range of programs and the quality of programs. Having the storage space, refrigeration, teaching kitchen and offices, all located in the same space, and co-located with other service organizations has been a 'major bonus' for the organization. The space was made possible through a joint lease arrangement with other non-profit organizations which is described as "socially innovative collaboration that introduces a radical response to poverty related issues."⁵²⁴ Access to funding capital costs for such a space adaptation may make all the difference to the success of similar programs.

Sun Youth Organization⁵²⁵

Site Visit 8 June 2009 Montreal, Quebec

Challenge

Montreal's Le Plateau area has long been an area of both community and disadvantage. A poor enclave popular with newly arrived immigrants, it was first populated in the post-war period by Portuguese newcomers, creating the foundation for a still-vibrant community.⁵²⁶ It is one of the most densely populated areas in Montreal, with over 100,000 residents. The area remains home to many people who are living in low income circumstances and in need of assistance.

Action

Sun Youth was founded in 1954 to provide a safe and constructive outlet for young people to focus their time and energies in the Le Plateau area where sports and recreation activities for area youth were minimal.⁵²⁷ While the name remains, the organization has since expanded to serve people of all ages with a wide variety of programs. Just some of the programs are emergency response service for people in distress, community crime prevention, a food bank which is open 365 days a year and comprehensive seniors' programs. Sun Youth moved into a large, old school building in the 1980's, which allowed the organization to greatly expand services. Today Sun Youth describes itself as "a comprehensive and vibrant non profit community center looking toward serving the disadvantaged in the next millennium."⁵²⁸

⁵²⁴ Ibid.

⁵²⁵ Sun Youth Organization <http://sunyouthorg.com/index.asp>. Accessed 22 July 2009.

⁵²⁶ "Le Plateau," on Montreal Bits website http://www.montrealbits.com/plateau_mont_royal/plateau/. Accessed 21 July 2009.

⁵²⁷ Sun Youth Organization <http://sunyouthorg.com/index.asp>. Accessed 22 July 2009.

⁵²⁸ Ibid.

Lessons learned

Sun Youth, since its inception over 50 years ago, identifies the needs of the community and responds with a program. Subcommittee members were impressed to learn of the transformation from its original service to young people needing sports and recreation opportunities to the addition of a food bank, a clothing exchange, a medication aid program for low-income seniors plus many other services, while still offering recreation to youth: Sun Youth has demonstrated its capacity to adapt to emerging needs and gaps in services.

Committee members learned about the youth-focussed recreation and summer camp programs, and the after-school programs that aim to reduce the school drop-out rate in the area. Sun Youth also assists single parent families with special programming. Approximately 2,500 families come to the food bank per month. There are also specific supports for pregnant mothers, disaster plan and emergency care services. Some support is offered to homeless people but the programs focus on people who have an address.

Government action

Sun Youth staff urged the government to take a longer term view of the alleviation of poverty. In their estimation there is too much focus on poverty as a 'crisis'. Staff cited studies that assess the costs of poverty, the health costs related to poverty, and the costs of school drop-outs. These studies, staff told us, make a clear case for taking a long-term approach to helping people out of welfare and out of poverty. Action, staff say, is required of government, unions and business. Government needs to commit money and engage intensely now. Some more general observations about government support of programs such as theirs follow:

- Long-term funding from government is essential, for a minimum of three years, with more co-ordination of reporting requirements.
- During the economic downturn funding for hiring summer students should double
- When there is job loss, money should flow immediately; it is those people who are waiting to receive EI benefits that are now coming to the food bank
- Federal government could play a role in leveraging business action, with tax credits for corporate food donations offered as an example.

The Hospitality Project⁵²⁹

Site Visit 13 July 2009 New Westminster, British Columbia

Challenge

In response to community need, the Shiloh-Sixth Avenue United Church has operated a food bank for two days a week for decades. By the analysis of project staff the community they serve is characterized by its high density—over 12,000 people live within six blocks— two-thirds of whom live below the poverty line. Many are new immigrants, about 14% are Aboriginal and there are many single parents. Staff noted that approximately 80% of the neighbourhood residents have moved within the last three years, indicating a high level of transience.

⁵²⁹ The Hospitality Project <http://www.newwesthospitalityproject.org/links.html#>. Accessed 6 August 2009.

Demand for the food bank increased over the years, and the line-up began to stretch down and around the block. Staff described how people waited anxiously, protective of their position in line, sometimes with children in tow, for hours at a time, in all kinds of weather.

Action

In response to the increasingly long food bank line-up, Shiloh-Sixth Avenue United Church devised a new system: they brought the line-up inside, into the comfort of the large church gymnasium. This simple action was the beginning of the Hospitality Project. The Hospitality Project currently distributes about 500 bags of food weekly, which feed about 800 people. Clients come from among the homeless in the area and those who are living in poverty, and those with addictions or mental health issues. Staff estimate that about one-third are new immigrant families.

Lessons learned

Committee members heard how the Hospitality Project has changed a visit to the food bank into a visit to a safe, friendly environment where participants come together, chat, have coffee and build community connections. Additional services, beyond the food bank offerings, have become a part of the environment. Clothing, books and household items are exchanged. Dental clinics make regular visits for assessments and fluoride treatments. A teacher tutors adults toward high school completion. Cooking classes are combined with budget and nutrition information. Subcommittee members learned how all these services can be made available all in one space.

Hospitality Project staff assess new clients, performing a triage assessment of their needs. New clients used to number two or three per day; now that figure is 20 to 30. On-site translation is available in 20 languages and there are links available to over 100 languages. Resource staff provide basic information on topics such as housing or health, and more help in accessing services is also available. Subcommittee members heard that staff help people negotiate more critical and complex issues for specialized needs in health care, immigration, housing or welfare.⁵³⁰

The Hospitality Project, as described by program participants, changed the food bank line-up from a place of shame to a place of dignity. One participant explained that when the line-up was outside, it was chaotic, visible to passers-by and isolating. It is now instead a community of sharing experience, networking and building self-esteem. Subcommittee members heard firsthand that for some, this has been enough stability to help them address other issues in their lives such as addictions or lack of education; some who first came when homeless have since secured housing. The sharing sense of community made the difference; one participant proposed the idea that the greatest ailment is loneliness.

The Hospitality Project is funded in large part with Homelessness Partnering Strategy funds from HRSDC.

Government action

In discussion with Subcommittee members, clients and staff made the following proposals for the alleviation of the poverty they experience or observe:

- Higher rates of social assistance. One client said that the difference between just existing and feeling good is a \$200 more a month.

⁵³⁰ Family Services of Greater Vancouver, http://www.fsgv.ca/programs/program_details.php?program_id=239. Accessed 30 June 2009.

- Use a ‘Is this kindness?’ lens for every government policy, program or directive.
- Hospitality and compassion have proven to be low key but effective approaches.

Stella Burry Community Services⁵³¹, Stella’s Café

Site Visit 11 August 2008 St. John’s, Newfoundland and Labrador

Challenge

For people with social and emotional health issues, limited or no work history, and/or low levels of literacy, finding affordable housing is an important step towards integration within the community.⁵³² After leaving a correctional institution, for example, people without family or friends can have difficulty finding housing, employment and support in the community, making it more likely that they will become homeless, re-offend and eventually be re-incarcerated. For individuals living with mental illness, the challenges are similar in that they can find it hard to keep their housing when no consistent support is available. If they ultimately become homeless, they often become victims of crime.⁵³³

Action

Stella Burry Community Services (SBCS) has been building what it calls a “circle of hope” that begins with residential counselling or emergency shelter, followed by critically important long- or short-term affordable housing. SBCS also offers work-experience programs that provide skills training, literacy programs and career counselling that meets the specific needs of vulnerable individuals and gives them the self-confidence needed to attain independence.⁵³⁴ The organization’s website describes it as follows:

Members of the Stella Burry community know that when safe, affordable housing, effective employment programs and appropriate supports are available, they can transform their lives in extraordinary ways.⁵³⁵

As an incorporated body of the United Church of Canada, SBCS’s programs offer opportunities for self-renewal that affirm individual strengths and abilities. The SBCS HOPEworks program, for example, supports and encourages people who face significant personal barriers and find it difficult to sustain successful traditional education and employment. HOPEworks takes a ‘no-fail’ approach to workforce preparation, enabling participants “to achieve meaningful gains in their ability to fully participate in the community.”⁵³⁶

Stella Bury also operates a social enterprise called Stella’s Café, to fulfil their mission of providing effective employment opportunities. They define social enterprise as

⁵³¹ Unless otherwise noted, information in this section is from the website of Stella Burry Community Services <http://www.stellaburry.ca/>. Accessed 18 August 2009.

⁵³² CMHC, *Project Profile* 2006 http://www.cmhc-schl.gc.ca/en/inpr/afhoce/prpr/upload/Rawlin-Cross_E.pdf. Accessed 14 August 2009.

⁵³³ CMHC, Corporation *Project Profile* 2008 http://www.cmhc-schl.gc.ca/en/inpr/afhoce/prpr/upload/Carew-Lodge_E.pdf. Accessed 14 August 2009.

⁵³⁴ CMHC (2006).

⁵³⁵ Stella Burry Community Services <http://www.stellaburry.ca/>. Accessed 10 August 2009.

⁵³⁶ Ibid.

*a term for a non-profit enterprise, social-purpose business or revenue-generating venture founded to assist or create economic opportunities for people who need assistance to access employment. Generally, social enterprises have a double bottom line – a social one as well as a financial one.*⁵³⁷

The café provides training and additional work experience in food preparation as well as sales, customer service and café operations, and was the setting for the discussion that Subcommittee members held with SBCS staff and clients.

Lessons learned

Committee members heard from Stella Burry staff, clients and residents that there is a need for combinations of services. The experiences of clients— in and out of prison, during periodic stays in hospital for mental illness, getting on and off social assistance, and into and out of affordable housing —were made more complicated by the silo-style, single-focus solutions usually available to them. Subcommittee members heard that people have more success when more complete combinations of solutions are available: finding the home, the job and the friends all at once, was how one participant put it.

The clients shared stories of their lives with Subcommittee members, lives that had many bumps along the way and commonly took turns into high-risk living situations – addiction, violence, homelessness and crime. The thread tying all the stories together was a history of mental illness. Clients explained that mental illness made stable living difficult. A typical example included a shift from social assistance to a low-wage job that was not sustainable because required medication prescribed for a mental illness was not affordable without the social assistance benefit. We learned that in this case, the individual eventually stopped taking the medication to save money, lost their job and then lost their housing. Homelessness came next. Incarceration in a prison or a stay in a mental health facility often followed. Members learned from the stories people shared that only by gaining stability from a combination of supports offered by Stella Burry, had they been able to make change in their lives.

Government action

Subcommittee members heard about the need for services to be better linked: when changes happen to individuals, timely support to ease the transition is often lacking. These examples were cited by the staff and clients:

- moving off social assistance and into employment while still needing coverage for the cost of medication;
- coming out of prison and in need of support to re-integrate into community ; and
- gaining access to social assistance but without access to affordable housing means that life is still not stable.

One person noted that there are lots of services, but they are all isolated, with gaps between them, making access difficult to navigate. Staff also noted that organizations find that funding also has ‘gaps’: on-going programs require annual funding proposals as if being newly established, for example. Although good relationships with funders are being created, with too much staff time goes into writing proposals rather than delivering the program

⁵³⁷ Stella Burry Community Services <http://www.stellaburry.ca/>. Accessed 10 August 2009.

There was a call for a national housing strategy that set federal standards for non-profit housing, but provincial-level implementation decisions. Focus group participants emphasized a need for ongoing government commitment and funding to the prevention, reduction and elimination of homelessness.

North End Community Health Centre⁵³⁸

Site Visit 14 August 2008 Halifax, Nova Scotia

Challenge

Although the North End of Halifax has a long history, analysts suggest that the area it still defined by the vast destruction experienced during the Halifax Explosion of 1917.⁵³⁹ Rebuilt with modest housing, the area was populated largely by shipyard workers during the boom years of the Second World War. The modest homes, having been converted to accommodate more workers, fell into disrepair, and finally were largely abandoned as relocation to the suburbs became popular in the post-war era. The North End continued to decline according to most measures – household income level, incidence of low income, proportion of tenants, population and commercial services.⁵⁴⁰

Today the area is home to a high proportion of renters (over 85% in the census tract around the North End Community Health Centre); almost all of the buildings were built before 1986 and almost 70% of the population lives in an apartment building.⁵⁴¹ Census tract data of 2006 showed an unemployment rate of 12%, with 38% of residents living with incomes below the after-tax Low Income Cut-Off lines. Despite a 70% labour-force participation rate, the median income in 2006 was just over \$15,000. By comparison the median income of all Haligonians over the age of 15 years was \$27,212.⁵⁴²

Action

The North End Community Health Centre (NECHC) is supporting North End Halifax “to be a healthy community by offering leadership in primary health through health services, education, community development, outreach and advocacy.”⁵⁴³ NECHC was founded in 1971 by a group of local residents in response to a need for local health care services in the neighbourhood. The Centre, located in the heart of the North End community, continues to serve this purpose and more. The centre has three nurse practitioners, five doctors, and a nutritionist, a social worker and mental health workers. Health practitioners at the Centre also do outreach work with clients of other organizations, agencies and many of the shelters in the area.

⁵³⁸ Information about the North End Community Health Centre is taken from its website, unless otherwise noted. <http://www.nehc.com/>. Accessed 10 August 2009.

⁵³⁹ Jim Silver, *Public housing Risks and Alternatives: Uniacke Square in North End Halifax*, Canadian Centre for Policy Alternatives, February 2008 p. 10, http://www.policyalternatives.ca/documents/Nova_Scotia_Pubs/2008/Public_Housing_Risks_and_Alternatives.pdf. Accessed 10 August 2009.

⁵⁴⁰ Ibid.

⁵⁴¹ Statistics Canada Census Tract Profile Halifax 0010.00 CT, <http://www12.statcan.ca/census-recensement/2006/dp-pd/prof/92-597/P3.cfm?Lang=E&CTCODE=0039&CACODE=205&PRCODE=12&PC=B3K3B5> accessed 10 August 2009.

⁵⁴² Ibid.

⁵⁴³ North End Community Health Centre website.

Lessons learned

Committee members learned that when the centre first opened, it relied on the traditional physician-based system, but staff noticed that the “treat-and-street approach wasn’t dealing with the underlying health problems in the community.”⁵⁴⁴ Social workers were added to the centre for in-house and community outreach programs. This was the beginning of building the holistic approach to health care that is now offered at NECHC.

We were interested to learn that the governing body of the NECHC encourages members and program participants to be involved in setting the direction for their health centre. Program participants, residents and friends of NECHC are encouraged to become members, with the Board of Directors being drawn from the membership. The Centre partners with many local community organizations and service providers to support and encourage health, broadly defined, in the community. Programs for parents and youth, mental health and chronic disease, cooking and gardening are just some examples of NECHC programs. NECHC also serves as an educational learning environment for students in the health profession.

Government action

In focus group discussions, Subcommittee members heard personal stories from those with “first voice” experience living in poverty, brought together by the NECHC. Individuals who also spoke for others through their connections with local organizations raised several points were about how government might better serve vulnerable people. They spoke of their experiences with mental illness, homelessness, disability and chronic disease such as HIV. In all cases, they had experience with trying to navigate the system of supports – social assistance, CPP-D, social housing and income benefits for seniors. They expressed their concerns with system inflexibility, with gaps in coverage and with disincentives in the system of supports. They recommended that government action could better support people as they move from disability to part-time work, or as they transition from social assistance to full-time work. In their experiences, supports were complicated to access, often subject to claw-back and reduced or eliminated before a transition was completed.

Committee members were reminded that transitions can take time, as was the case for one participant who has struggled with mental illness for 17 years. He has required, but not always received, support at various stages over that period; for example although a university graduate, there was little support for his transition to full-time work which for him was made more complicated by his mental illness and an intermittent work history. Stories such as his describe a life of disruptions to achieving stability, sometimes as a direct result of a limitation or restriction of a needed support.

Rainbow Youth Centre⁵⁴⁵

Site Visit 14 July 2009 Regina, Saskatchewan

Challenge

Youth in the Regina were the subject of a 1982 study that called for a comprehensive multi-disciplinary approach to youth services. Easy access to a wide range of services, the study said,

⁵⁴⁴ John McPhee, “Shot in the arm for holistic health care,” *The Chronicle-Herald* [Halifax] 21 May 2009 p. A8.

⁵⁴⁵ Information about the Rainbow Youth Centre is taken from its website unless otherwise noted. <http://www.rainbowyouth.com/>. Accessed 6 August 2009.

would make it possible to prevent many high-risk youth from experiencing problems later when the consequences would be more major.⁵⁴⁶

Action

In operation since 1982, Rainbow Youth Centre works with young people aged 11 to 18, and up to 25 years old in some programs, in a variety of individual and group counselling, skills development, educational, recreational, and direct service programs for those building life skills and employment readiness capacity. Programs also include classes in young parenting, sports, games, computer skills, anger management, and peer mentoring.

Lessons learned

Rainbow Youth Centre is open to all youth throughout Regina; about half of its participants are Aboriginal. Subcommittee members met some of the youth engaged in programs at the Centre, and learned about the other programs. Participants in the after-school drop-in program for youth aged 11 to 18 years become 'members' during an intake process in their initial few visits. While invited to drop in, all youth are involved in programming when at the centre. About 90% of the drop-in program members are Aboriginal, but this proportion has changed year to year. Programs can be adapted quickly to suit the needs of the current members. Older youth may be engaged in the Young Parent Program or the Road to Employment programs. Youth Express helps youth of all ages to locate stable housing.

Rainbow Youth Centre partners with another Regina agency that Subcommittee members visited, The Circle Project, to deliver the KidsFirst program to young adults who are also parents.

Committee members learned about the Road to Employment program in a discussion group with program participants. The program started its eleventh year with 20 youth who will, over the course of the next year, be given structured support as they work to obtain their Grade 12 Equivalency Diploma (GED), a driver's licence, various certificates, and experience in a job placement.

Government action

In discussion with these participants, comments addressed how government might help them achieve more stable lives. The following captures the key themes that were noted during the discussion:

- Easier access to housing for young families. Youth, most of them parents of young children, struggled to find stable, suitable affordable housing; several spoke of their impression that they were discriminated against for being young and also for being Aboriginal. Easier access to housing, for young families, was an area noted for government action.
- More funding for programs like Road to Employment. Their positive experience with the program, and the long waiting list to get into the program, prompted participants to propose more funding be available to create more spaces in such programs.
- More financial supports for people in full-time training programs. Participants described, in some detail, the negative financial consequences for leaving social assistance to take up the education program. While they are eligible for the provincial training allowance (PTA), they

⁵⁴⁶ Rainbow Youth Centre "Regina Multi-service Centre for youth," p.2, submitted to the Subcommittee during its visit.

have found that even if they work during the school term, their income will be clawed back, yet the allowance is not enough for their families to live on. During the job placement part of the Road to Employment program, participants will be making minimum wage; although minimum wage has been increased recently to \$9.25⁵⁴⁷ per hour, youth at the focus group felt that they could not sustain themselves without further supplements for childcare, rent, utilities, and public transportation.

Focus group participants described their involvement with gangs and criminal behaviour and their choice to move into education, job readiness and employment. They felt that support for their change in lifestyle, which comes at a short-term financial cost could be better supported with housing, childcare, and rent supplements.

Dalhousie Legal Aid Service⁵⁴⁸

Site Visit 14 August 2008 Halifax, Nova Scotia

Challenge

Legal aid is the means by which the governments ensure that people who otherwise would not be able to afford legal services are the equal beneficiaries of the rule of law and enjoy the equal benefit and protection of the law. In Nova Scotia, according to the provincial Legal Aid Commission, it must also be determined that the case in question has some merit, and that the applicant will receive some benefit if service is provided. Legal services are provided mainly in the areas of family and criminal law.⁵⁴⁹

Only those receiving social assistance benefits or in an “equivalent financial situation,” determined by a needs test based on family income, expenses, debt load and assets, are eligible for legal aid services a.⁵⁵⁰

Action

In operation since 1970, Dalhousie Legal Aid Service (DLAS) began as a summer project out of the former Halifax Neighbourhood Centre. It was the first legal clinic service for poor people in Nova Scotia and is the oldest program of its kind in Canada. DLAS functions as a partnership between community groups, law students, community legal workers and lawyers. The office is located in the Halifax North End neighbourhood and is operated and largely funded by Dalhousie Law School.

Dalhousie Legal Aid has a three-part mandate:

- to provide legal aid services for persons who would not otherwise be able to afford to obtain legal advice for assistance,
- to conduct research and engage in programs relating to legal aid and law reform, and

⁵⁴⁷ Government of Saskatchewan <http://www.labour.gov.sk.ca/mw-mco-pay-increase/>. Accessed 6 August 2009.

⁵⁴⁸ Information about Dalhousie Legal Aid Services is taken from its website, unless otherwise noted. <http://law.dal.ca/Institutes/Dalhousie%20Legal%20Aid%20Service/>. Accessed 10 August 2009.

⁵⁴⁹ Nova Scotia Legal Aid Commission http://www.gov.ns.ca/Just/legal_aid.asp. Accessed 11 August 2009.

⁵⁵⁰ Department of Justice Canada, “Legal Aid Eligibility and Coverage in Canada”, *Legal Aid Research Series*, October 2002, p. 34 a http://www.justice.gc.ca/eng/pi/rs/rep-rap/2003/rr03_la5-rr03_aj5/rr03_la5.pdf. Accessed 21 October 2009.

- to provide an clinical educational experience for the students of the Faculty of Law of Dalhousie University.

In addition to traditional legal clinical law services, Dalhousie Legal Aid Service provides community outreach, education, organizing, lobbying and test case litigation in issues affecting persons with low incomes in Nova Scotia. Community groups and community-based agencies with mandates to fight poverty and injustice may apply for legal advice, assistance, and community development and education services.

Lessons learned

Committee members learned that while staff and volunteers of DLAS attended to over 400 new client files in 2008, they also pursued a number of related activities on the boards and committees of organizations at the municipal and provincial levels.⁵⁵¹ Participation of third-year law students in the work of the clinic continues to be a high priority. According to its annual report,

“Community development projects and law reform initiatives play a key role in their education. The exposure of students to systemic and discriminatory problems faced by the low-income community broadens their perspective regarding the impact of the law on the lives of the disadvantaged and powerless.”⁵⁵²

Government action

In discussion with community representatives, staff and clients (held at the North End Community Health Centre), Subcommittee members heard about concerns with the inflexibility of the system of supports. Focus groups participants, many who have dealt with mental health issues, expressed their desire to be engaged in the labour market or voluntary sector without losing their necessary supports. While barriers are expected for gaining access to a support program, such as CPP-D or social assistance, participants said that they needed more flexibility to be able to work when they were capable or find other ways to participate in the community.

Additional details of the discussion are noted in the North End Community Health Centre promising practice notes.

Housing

Regent Park Revitalization⁵⁵³

Site Visit 15 May 2009 Toronto, Ontario

Challenge

The Regent Park housing community, Canada’s largest and oldest publicly funded community, was constructed in 1948 of primarily four-storey walk-up buildings.⁵⁵⁴ Originally conceived of as a ‘garden city,’ it was created with walkways and parks instead of public access streets; much of the area is inaccessible to traffic vehicles. While a model for the period, most of the Regent Park structures have not received significant capital upgrades for 50 years. The design has led to “the

⁵⁵¹ Dalhousie Legal Aid Service. *Annual Report 2008*, p. 12, http://law.dal.ca/Files/Dal_Legal_Aid/2008_Annual_Report.pdf. Accessed 10 August 2009.

⁵⁵² *Ibid.*, p. 11.

⁵⁵³ Information about Regent Park is taken primary from its website, unless otherwise noted. Toronto Community Housing <http://www.torontohousing.ca/regentpark>. Accessed 24 August 2009.

⁵⁵⁴ *Ibid.*

isolation of the neighbourhood's more than 7,500 residents.⁵⁵⁵ Both the buildings and the area design were contributing to the general decline in the neighbourhood.

Regent Park is a property of Toronto Community Housing Corporation (TCHC), the largest social housing provider in Canada and the second largest in North America.

Action

In 2006, TCHC initiated a major revitalization of Regent Park that will take place in six phases over 12 years. This project will replace all existing 2083 units of social housing and add at least 700 units of affordable housing. The first phase — including the demolition of older buildings and the completion of two new buildings with more than 900 units — will be completed by the end of 2009. Once revitalized, the area will provide affordable and market-rate rental and ownership units, creating a mix that was not part of the original Regent Park. Regent Park will have, for the first time in 50 years, commercial space for such amenities as groceries, banking and services, as well as a community space for local programs, a learning centre and an aquatic centre. The multi-unit family-oriented building will be home to a daycare centre.

The new buildings will be LEED⁵⁵⁶ certified, with lower emissions and energy-efficient building design: lower long-term operating costs are expected as a result. The new Regent Park will create pedestrian-friendly streets, large park spaces for recreation and landscaped walkways, even after the re-introduction of vehicle traffic through the area.

Lessons learned

The entire revitalization is expected to cost \$1 billion and will be financed half from private and commercial interests, and slightly less than half by TCHC and the City of Toronto. Creating a mixed-income neighbourhood allows TCHC to use the proceeds from the sale of market units to help finance the construction of the replacement rent-geared-to-income units.⁵⁵⁷

Toronto Community Housing staff presented highlights of the specific approaches to revitalization:

- The mix of rent-geared-to-income and market-rate units is an important feature of the revitalization designed to improve social inclusion and increase diversity in the area.
- The mix of high-rise, low-rise and townhouse units, plus the addition of 'regular' streets, will help to create a neighbourhood feel.
- The construction project itself has created employment for area residents.

⁵⁵⁵ Regent Park Revitalization *Backgrounder* June 2008.

⁵⁵⁶ The LEED (Leadership in Energy and Environmental Design) Green Building Rating System[®] is a voluntary, consensus-based national standard for developing high-performance, sustainable buildings. It addresses many environmentally preferable building construction options, in areas as diverse as selection of construction materials, lighting, energy efficiency, and water use. In some cases, there may be an incremental cost associated with selecting environmental features, however, payback in operational and energy savings is expected. <http://www.tpsgc-pwgsc.gc.ca/ecologisation-greening/achats-procurement/trousse-toolkit/page-6-eng.html#a64a>. Accessed 22 October 2009. For further information see Canada Green Building Council <http://www.cagbc.org/leed/what/index.php>. Accessed 22 October 2009.

⁵⁵⁷ Regent Park Revitalization *Backgrounder* June 2008.

- TCHC is also developing an affordable home ownership program by making units available for purchase without requiring a down payment, using a second mortgage mechanism instead, payable when the owner sells the unit.
- The revitalization has been assisted through collaboration with the developer and builder, and commercial and retail partners.
- Community engagement is intended to be a feature of the new Regent Park neighbourhood; engagement began with the consultation of over 2,000 residents and stakeholders during the revitalization planning stages.

Government action

In discussion with Subcommittee members, staff and Regent Park residents emphasized the positive changes that have resulted from the revitalization. They indicated that any government support or contribution to the process of change would be beneficial, and the following were more concrete recommendations.

- Increased safety. Residents reported that they see an increase in community safety and look forward to the design change that will eliminate the large ‘no man’s land areas that have become sites for drug-use related activities.
- Employment opportunities. The increased employment arising from the construction has contributed to a change in attitude, residents say.
- Local solutions. The Regent Park area has also benefitted greatly from the addition of locally delivered programs targeted at the resolution of local problems. For example, the Pathways to Education program was implemented in the community, reducing the dropout rate from 56% to 10%.⁵⁵⁸

Gabriel Housing Corporation

Site Visit 14 July 2009 Regina, Saskatchewan

Challenge

In 2006, 41% of all Regina tenant households were spending 30% or more of their gross income on shelter.⁵⁵⁹ Although this is a lower rate than in 2001, it still compares poorly to the comparable rate for owner households in Regina at just 12%.⁵⁶⁰ Not only are tenant households more likely to be spending a greater proportion of their income on housing,⁵⁶¹ Subcommittee members also heard during site visits in Regina that affordable rental spaces are frequently in need of major repair. In 2008, the vacancy rate in Regina was 0.5%, down from 3.3% in 2006. Aboriginal people in particular are among those most affected by the housing situation in Regina.

⁵⁵⁸ Pathways to Education “Executive Summary,” Written submission to SAST. 2nd Session, 40th Parliament, 22 April 2009.

⁵⁵⁹ For the definition of affordability and core housing need see: CMHC, “Affordable Housing.” http://www.cmhc-schl.gc.ca/en/corp/faq/faq_002.cfm. Accessed 1 September 2009.

⁵⁶⁰ Gabriel Potter and Marc Spooner, “Taking Stock, Taking Action 2009,” Unpublished report Draft v.4, June 2009, p. 8.

⁵⁶¹ Ibid.

[I]n 2001 a quarter of Regina households in core housing need were Aboriginal, although at that time only about 9% of the Regina population was Aboriginal according to 2001 census figures. According to documents, a large number of Aboriginal peoples are among the hidden homeless.⁵⁶²

Action

Since 1981, Gabriel Housing Corporation, a collaboration of six Métis groups in Saskatchewan, has provided affordable housing for Métis people in Regina. The non-profit corporation currently owns and operates 303 housing units and Riel House, transition house for women.

Riel House is a 12-unit building for women and their children who are homeless or at risk of homelessness because of domestic violence. Through a partnership with Aboriginal Family Services, women and children living at the facility have access to counselling, family support, parent aid, employment and training referrals, group support, transportation, and case management services.

Originally funded in the 1980's through CMHC's public housing funding, Gabriel Housing Corporation now aims to be self-sustaining in financing new units with only some assistance from government programs.

Lessons learned

Gabriel Housing staff and Board told Subcommittee members that rents are set to maximize the affordability of units rather than revenues. Given the current funding agreements, that means that the corporation can break even while renting at least some units for as low as \$555 per month; market value for most of their units would be closer to \$700, according to staff. Other units occupied by those on social assistance are rented for no more than the shelter allowance component of their benefits, or the rent is set at 26% of gross income. Currently, approximately 30% of the units are subsidized through the original public housing agreements of the early 1980s. That proportion declines as the units come to the end of the original CMHC operating agreements. Gabriel Housing Corporation seeks funding from a variety of sources (federal, provincial municipal) and through other programs specifically targeted to meet urban Aboriginal housing needs.⁵⁶³

Government action

Gabriel Housing Corporation staff made the following recommendations for funding mechanisms for non-profit, affordable housing corporations:

- Ensure early policy design consultation occurs during the planning process and is inclusive of Aboriginal groups.
- Control the rate of rental unit conversion to condominiums; and/or make use of rent control mechanisms to ensure an adequate supply of affordable housing units
- Provide subsidies to the individual rather than the housing provider.
- CMHC is still the best agency to be the central hub for housing, including for Aboriginal groups and those who are homeless; CMHC should get back in the housing market.

⁵⁶² *Ibid.*, p. 7.

⁵⁶³ Service Canada

<http://disclosure.servicecanada.gc.ca/dtlcdn-eng.jsp?site=3&id=6036&employeeid=null&startdate=2008-10-01&preview=null&enddate=2008-12-31&quarterid=11§ion=3>. Accessed 6 August 2009.

Supportive Housing for Young Mothers⁵⁶⁴

Site Visit 13 July 2008 Halifax, Nova Scotia

Challenge

Supportive Housing for Young Mothers (SHYM) identified a clear community need among teenage mothers in 2000. In the Halifax Regional Municipality (HRM), about 200 children are born to teenage mothers every year. Many of these mothers do not have adequate family or partner support. High rents, rental agreement restrictions for minors and age-based disqualification from income assistance, leave some young mothers with a stark choice between abusive relationships and substandard living arrangements.⁵⁶⁵

The origins of the program came from the thinking of a small group of women who saw things in their community that concerned them:

*We knew a lot of young mothers and their children who had lived in unsafe places, who had gone without food or electricity or heat, and who had been abused, beaten up, or taken advantage of. We knew girls and women who had been homeless - couch surfing, living in a shelter, or staying in a place where they weren't safe or weren't wanted. We knew a lot of people who were afraid to be in an apartment by themselves, or afraid to be alone with a brand new baby - but they had no choice. We knew there had to be a way to make this easier, safer, and less stressful!*⁵⁶⁶

Action

SHYM provides transitional housing, including a program designed to improve the quality of life of young mothers. It offers a supportive environment while participants gain confidence as parents and get help returning to school or work. SHYM opened the doors of its renovated building, originally a school, in October, 2007.

Lessons learned

SHYM is for mothers who are 16 to 21 years of age, currently pregnant or parenting, and in need of safe, secure housing. The building houses 12 families, each in their own two-bedroom apartment where they can stay for up to two years. Mothers are required to take part in SHYM activities, selecting from on-site programs such as regular house suppers and community events. Support services include parenting education, life skills and child development, referrals to community resources and a supportive peer group of other young mothers in the same building. The women also meet with their Family Support Worker. All units are self-contained but there is a communal kitchen and childcare room. There is an on-site office area and facilities for overnight staff.

SHYM offers secure housing, the opportunity to learn and practice life skills in a safe environment, a sense of community, and independence.

Government action

Funding for the program and money for the extensive renovation came from a variety of sources: United Way (Halifax Region), Halifax Regional Municipality, IWK Foundation; Supporting Communities Partnership Initiative (SCPI); Nova Scotia Department of Community Services; Nova

⁵⁶⁴ Information about Supportive Housing for Young Mothers is taken from its website, unless otherwise noted. <http://www.shym.ca/>. Accessed 7 August 2009.

⁵⁶⁵ CMHC, "Project Profile – Supportive Housing for Young Mothers" <http://www.cmhc-schl.gc.ca/en/inpr/afhoce/prpr/loader.cfm?csModule=security/getfile&pageid=164457>. Accessed 7 August 2009.

⁵⁶⁶ SHYM, "History." <http://www.shym.ca/history.html>. Accessed 7 August 2009.

Scotia Department of Education Youth Secretariat; CMHC, and IWK Health Centre.⁵⁶⁷ Such funding arrangements, from a variety of sources and each with its own limitations or restrictions, are not uncommon for similar projects.

In discussion with the mothers, the following points were made about how government might act to improve the circumstances of women in similar situations:

- Addiction treatment services. Most of the women come directly from environments that were unstable or unsupportive of their need to parent their child or children; they reported growing up in homes where addictions and the presence of drugs and guns was normal.
- No requirement to identify of father as a condition of receipt of benefits. None of the fathers of the children are involved and only about half of the women say that their families are involved. Some of the women felt that involvement with the father would be a negative experience and that tracking down the father would be unproductive in terms of getting more financial support; in one case at least, involving the child's father could be damaging to the child's wellbeing.
- Literacy and other bridging programs. Effectively navigating the school system is a problem for some; large class size, courses that were not focused enough on basic life skills and a lack of success in basic literacy were all cited as issues that led to disengagement from school.
- Access to childcare. The mothers pointed out that lack of access to childcare is a barrier to their school completion or getting a job, and would likely be unaffordable even if it were available.

Options for Homes⁵⁶⁸

Site visit 15 May 2009 Toronto, Ontario

Challenge

In 2008, the Ontario Human Rights Commission heard during its province-wide consultation on rental housing and human rights “widespread views that it is Ontario’s most vulnerable families and individuals who bear the human toll of inadequacies in the province’s rental housing sector.”⁵⁶⁹ In general, the rental market in Ontario has been marked by loss of units to condominium conversion or demolition, lower than needed construction of rental and co-op housing, and dropping vacancy rates.⁵⁷⁰ The vacancy rate in Toronto has declined from 3.2% in October 2007 to 2.0% in October 2008.⁵⁷¹

⁵⁶⁷ Canada Mortgage and Housing Corporation Project Profile – Supportive Housing for Young Mothers, <http://www.cmhc-schl.gc.ca/en/inpr/afhoce/prpr/loader.cfm?csModule=security/getfile&pageid=164457>. Accessed 7 August 2009.

⁵⁶⁸ Options for Homes, <http://www.optionsforhomes.ca/>. Accessed 24 August 2009.

⁵⁶⁹ Options for Homes, <http://www.optionsforhomes.ca/>. Accessed 24 August 2009.

⁵⁶⁹ Ontario Human Rights Commission, *Right at Home: Report on the consultation on human rights and rental housing in Ontario*, May 2008, pp. 84–85.

⁵⁷⁰ Ontario Non-Profit Housing Association (ONPHA) and Co-operative Housing Federation of Canada Ontario Region, *Where’s Home? 2008*, 2 March 2009, p. 7,

http://www.chfcanada.coop/eng/pdf/ontdocs/Where’s%20Home%202008_FINAL.pdf. Accessed 29 April 2009.

⁵⁷¹ *Ibid.*

Action

Options for Homes is a private, Toronto-based, not-for-profit organization that, since 1992, has created a unique approach to developing more affordable housing. Home ownership, through this model, is available to those with an income threshold below the level than would normally required to access the ownership market. Options for Homes does not rely on government funding for its operations, although some of the low-income buyers are recipients of government assistance toward home purchase.

Options for Homes builds and sells condominiums using a “no frills” approach to building location and design to keep unit costs affordable for initial buyers. With each new unit, Options offers a second mortgage to initial buyers for the difference between the appraised market value and the lower at-cost sales price. The second mortgage is a no-interest profit-sharing mechanism; it can be increased to reduce the amount of first mortgage required, further reducing the monthly carrying costs for lower income buyers. The second mortgage is due only when the unit is sold; no payments are required on this mortgage until the buyer sells the condominium unit. In lieu of payments, the second mortgage grows at the same rate as the market value of the unit. This financing mechanism, offered through an Options for Homes affiliate, allows the homeowner to pay off the second mortgage from the market-based appreciation equity gain. Affordability stems from the building design and the special financing mechanism. When the unit is sold and the second mortgage is paid, Options has no further stake in the unit; the cost savings and the financing mechanisms are not passed onto the second owner.

Lessons learned

Staff estimate that for one of their more recent projects, initial buyers fell into the following income groupings: 12% of buyers had income of less than \$30,000, and 57% had incomes between \$30,000 and \$60,000. In the lowest income range, 90% were only able to afford their unit with the second mortgage and additional purchase assistance; 25% in the \$30,000 to \$60,000 range needed assistance beyond the second mortgage.

Options buildings are built without unnecessary extras such as on-site recreation facilities and large or high-end common spaces. Units are as small as 700 square feet and are built without costly additions or finishings. Initial owners units have carrying costs of less than the average rent levels in Toronto.⁵⁷²

Subcommittee members visited the St. Lawrence and Mill Street projects located in the Distillery District of Toronto. These apartment-style condominium units in high-rise buildings were built in 1999 and 2001, at a time when the area had “very low desirability” for more typical condominium development. Low land cost helped to keep the initial unit price down; the area has become more desirable since, raising re-sale price of units to as much as double the initial price. About 95% of the units are owner-occupied and tend to have a very low turnover rate, according to data gathered by Options for Homes staff.

The purchasers form a non-profit co-operative corporation to manage the development in the initial building stage and for on-going building maintenance. Options does not build until there are enough buyers to cover the building costs.

⁵⁷² Canada Mortgage and Housing Corporation, http://www.cmhc.ca/en/inpr/afhoce/tore/afhoid/fite/eqfi/eqfi_005.cfm. Accessed 3 September 2009.

By the estimation of Options staff, approximately 60% of buyers would not have been able to afford their unit without taking the second mortgage option; about 40% do not require it.

Government action

Apart from the direct assistance that individuals may get for the purchase of the unit, Options for Homes does not itself rely on any government funding. However, during discussions with Subcommittee members, Options for Homes staff proposed some government actions that would help to facilitate future Options for Homes projects:

- Favour non-profit over for-profit bidders for surplus government lands. Non-profit organizations such as Options for Homes bid on the purchase of surplus government land, and offer equitable but reasonable terms, in the payment schedule for example. Staff advocate giving non-profit organizations some favour over for-profit organizations where municipalities are selling land, such as the Build Toronto initiative.
- Increase government funded targeting affordable home ownership. . Funding mechanisms such as the Affordable Housing Initiative should include subsidies that would increase home ownership among people with low income in the opinion of the Options staff.
- Continued support through means tested programs that offer financial assistance to buyers.

Lookout Emergency Aid Society⁵⁷³

Site Visit 13 July 2009 Vancouver, British Columbia

Challenge

Vancouver's downtown eastside has been home to a disproportionate amount of run-down public housing and cheap hotels, and an influx of drugs and prostitution pushed out of other Vancouver area neighbourhoods; as key businesses closed, the area quickly became downtrodden.⁵⁷⁴ The area has "the dubious feature of having the single highest rate of HIV infection in the Western world. It is also Canada's poorest area by postal code."⁵⁷⁵ Recent efforts by the community are making improvements in the area; however, the need for services remains great.

Action

Lookout Emergency Aid Society has offered emergency shelter to the most marginalized people in double occupancy rooms since 1980. When Lookout first opened, staff expected to serve a short-term need. Since then, shelter use has increased and the need for support has expanded. Lookout now operates four shelters and seven buildings offering transitional and permanent housing to more than 350 people, including some with disabilities. Lookout is providing "support, supervision, direction and aid to anyone whose needs are not addressed by others."⁵⁷⁶ Subcommittee members visited three downtown eastside facilities operated by Lookout, each offering differing levels of support for individuals with differing needs.

⁵⁷³ Information about Lookout Emergency Aid Society is taken from its website, unless otherwise indicated. <http://www.lookoutsociety.bc.ca/>. Accessed 6 August 2009.

⁵⁷⁴ Downtown Eastside <http://www.downtowneastside.ca/>. Accessed 17 July 2009.

⁵⁷⁵ Ibid.

⁵⁷⁶ Lookout Emergency Aid Society website.

Lessons learned

Emergency shelter

The Lookout Emergency shelter is open 365 days a year, 24 hours a day. Shelter users are homeless adult men and women who cope with a wide variety of challenges including mental illness, mental handicaps, medical problems, physical disabilities, social dysfunction, substance abuse or – more frequently – a combination of issues. Lookout is the ‘safety net’ of last resort for those who have few other options. People stay on average 11 days in the single or double occupancy private rooms. Staff estimate that 77% of those people never return, an indication, according to staff, that they are “doing okay”. The remainder are those who need more support. Lookout provides the additional services of assessment, linkages, referrals and placement to other agencies. Approximately 2,000 people are sheltered per year. Staff have observed that in the last 30 years, the average age of their clients has dropped from about 65 to closer to 35 years old. The emergency shelter provides basic services such as protection of valuables, accommodation for pets and shopping carts, as well as meals, laundry, showers, phone, internet access and the support of staff and a visiting nurse. Subcommittee members witnessed the importance and benefit of welcoming people to the shelter regardless of their status, including their pets and shopping carts.

Staff say of their “24/7” model of support that it saves lives. They note that the simple “three hot meals and a cot”, referring to three hot meals and a bed without additional support, results in a death rate of 4% of shelter users per year. By staff assessment, shelter plus some level of support brings the rate down to 0.4%. While the comment goes uncorroborated in evidence, we learned of the importance of making connections through service and that being able to spend a bit of time with an individual is important.

Transitional housing

The Hazleton residence above the downtown eastside emergency shelter, provides 39 private rented rooms for adults and seniors who have few if any housing options and a chronic history of homelessness. The average stay is two to three years, although there are tenants who have been there as long as 13 years. Residents are independent but given extensive support. Almost all the residents are in treatment for psychiatric, physical or both forms of illness. Subcommittee members learned that community health nurses visit daily, medication is controlled, and support is provided from local mental health and HIV-treating agencies. Residents come from referrals and from Lookout’s shelters; priority is based on an assessment of individual need by a committee of community service providers. It was evident to us that the residents were vulnerable and benefited from the security of the support provided.

Supportive, 2nd stage Housing

The Jim Green Residence is a permanent home for 66 low-income men and women who have a history of homelessness. The building design features a courtyard space that helps to create a neighbourhood atmosphere, encouraging social connection among tenants and contributing to greater safety and security of tenants. Subcommittee members were impressed with these particular design features. The tenants pointed out that the building design also protects them from external street life.

Units are accessible for those with mobility barriers. On-site support is available to residents 24 hours a day, seven days a week. The residence also includes a two-room emergency shelter; it is a matter of Lookout policy to include emergency shelter in every housing site. Lookout has made a commitment to building a long term bed for every shelter bed they build.

In discussion with Subcommittee members, tenants and shelter users made the following observations about the services offered by Lookout:

- Some help to ‘navigate’ life makes a big difference.
- Structure with supports, such as management of money and medications, is key.
- Harm reduction is more helpful than a requirement for complete and immediate abstinence; addiction is a medical - not a moral - disease.

Government action

To meet the needs of homeless people, residents and staff offered these suggestions:

- Support services like detox and treatment. They would be more successful if available immediately when requested by a client.
- More supportive housing. Support services like those offered by Lookout is necessary.
- More privacy in shelter design and construction. Dorm-style homeless shelters are considered unsafe by the shelter users.
- Housing First. This approach works, along with support and a community that gives people some stability, and even some friendships.
- Wrap-around supports. Residents often made reference to the benefits of ‘wrap-around support,’ describing both the 24/7 availability and the extensive supports provided.

Boyle Street Community Services Co-op⁵⁷⁷

Site Visit 19 May 2009 Edmonton, Alberta

Challenge

In 2008, more than 3,000 people were counted as homeless in the city of Edmonton.⁵⁷⁸ This is an increase of 18% from 2006, when the count reflected a 20% increase over the 2004 count. The Edmonton Committee to End Homelessness projects that by 2018, there could be 6,500 homeless people in the city.⁵⁷⁹ Among those included in the 2008 count, 36% were identified as Caucasian by observation and 38% were Aboriginal. The Committee reports that the vast majority of the homeless population are single Aboriginal men between the ages of 31 to 54.⁵⁸⁰

In the Edmonton inner city area, where the Boyle Street Community Services Co-op is located, over 90% of residents are tenants (the Canadian average for households that rent is 35.8%)⁵⁸¹ and close to

⁵⁷⁷ Inner City Agencies Foundation, “Boyle Street Community Services.” <http://icaf.ca/boylestcoop.html>. Accessed 6 July 2009.

⁵⁷⁸ Edmonton Committee to End Homelessness, *A Place to Call Home. Edmonton’s 10 Year Plan to End Homelessness*, January 2009, http://www.endedmontonhomelessness.com/docs/report_NoSpreads_ForWebDownload_jan26-2009.pdf. Accessed 31 July 2009.

⁵⁷⁹ *Ibid.*

⁵⁸⁰ *Ibid.*, p. 3.

⁵⁸¹ CMHC, *Canadian Housing Observer 2008* December 2008 p. 11.

44% are living in a household with an income of less than \$20,000.⁵⁸² Tenants are more likely to living in core housing need⁵⁸³ which means that they are spending more than 30% of their household income on rent, or living in inadequate or less than suitable dwellings.⁵⁸⁴

Action

Since 1971, Boyle Street Community Services Co-op has provided programs to support inner city residents in need of assistance with housing and mental health issues, and programs for family and youth for those who are “without financial and social resources”⁵⁸⁵. Boyle Street staff estimate that the Centre serves approximately 7,500 to 8,000 people per year, of whom about 90% are homeless, 75% are men, and 70% are of Aboriginal descent of whom many are residential school survivors. By observation staff estimate that approximately 40% of the street homeless they serve were born with mental health issues.

Boyle Street describes itself as a multi-service community resource centre serving clients using “assertive outreach, client-centred case management and hands-on problem solving”.⁵⁸⁶ A wide mix of services, programs and drop-in spaces are available on-site to a mix of clients; old and young, male and female, families and singles. In addition to the drop-in services offered at the Boyle Street centre, clients can access many more supportive services through community partnering collaborations. Boyle Street uses a harm reduction approach in its outreach services and a “housing first” model in its housing program.

Lessons learned

Boyle Street delivers a continuum of targeted community-based preventive social, health and education programs that build skills and ensure that people have somewhere to live, someone to talk to and something to do.

Subcommittee members learned more details about just some of the many services offered during a group discussion with staff, clients and volunteers:

- Boyle Street currently houses 55 people per month through community partnerships with landlords, some more formal than others. Clients get into housing and Boyle Street provides the support required to sustain them tenant in that housing. A client described this process as “learning the skill of being a good tenant.” Staff noted that landlords welcome the reduction in tenant turnover rates that result from this program.
- A youth drop-in space takes a harm reduction approach; nobody is refused service and everyone is welcome at the youth drop-in regardless of their situation. Youth workers noted that homeless youth face unique barriers in securing housing and need different types of support to get and keep them housed.

⁵⁸²City of Edmonton, “A Community Profile: Boyle Street,” p. 73.

<http://censusdocs.edmonton.ca/DD34/MultiSource/Neighbourhood/BOYLE%20STREET.pdf>. Accessed 23 October 2009

⁵⁸³ CMHC, *Canadian Housing Observer 2008* December 2008 p. 11.

⁵⁸⁴ CMHC, “Housing in Canada Online.”

http://data.beyond2020.com/cmhc/HiCODefinitions_EN.html#_Core_Housing_Need_Status. Accessed 23 October 2009

⁵⁸⁵ Information about Boyle Street Community Services Co-op is taken from its website, unless otherwise indicated.

http://www.boylestreet.org/about_our-history.html. Accessed 23 October 2009.

⁵⁸⁶ Ibid.

- Support is provided to those with the multiple barriers of addiction, physical illness and mental health issues. Staff emphasised that no one is refused service at the centre as a matter of policy.
- Many clients have left a reserve and moved into Edmonton, and have experienced racism toward Aboriginal peoples that has been a barrier to employment.

Government action

During discussions, several suggestions were made for government action:

- Increased social housing spaces. Staff proposed that the federal government play a bigger role in creating permanent social housing spaces. The housing first approach is premised on moving homeless people directly into housing, but this requires affordable units that are available and landlords willing to offer them.
- Increased shelter allowances within social assistance benefits. Clients reported that low-end rents in Edmonton are close to \$900 per month while the government rent supplement offered to a person living on social assistance is about \$350. An increase to the shelter allowance of social assistance that matches real local rent rates was also suggested by clients.
- Attracting private-sector investment in housing development. Boyle Street staff indicated that the federal investment in social housing should be based on a mechanism that attracts private sector investment in non-profit housing.
- Better supports to keep youth in school. Staff pointed out the need for better support for youth having difficulty in the education system, especially those with mental health issues. Better school attachment would reduce other issues faced by youth in the opinion of the staff.

Housing Support Centre, Metro Non-Profit Housing Association⁵⁸⁷

Site Visit 14 August 2008 Halifax, Nova Scotia

Challenge

Located in the North End of Halifax, the Housing Support Centre is available weekday mornings to all in the area. The area is characterized by its high levels of poverty⁵⁸⁸ and homelessness. The initial vision was for a centre with a primary service to help people find affordable housing in the community. Finding and securing housing can be a complex process made more difficult by lack of experience or stability. Although that is still a large part of the work done at the centre, the program changed direction in response to the need expressed by its clients for a space to go to during the day that is safe, supportive, welcoming and non-judgemental, no matter what their circumstances.

⁵⁸⁷ Information about Metro Non-Profit Housing Association's Housing Support Centre is taken from its website unless otherwise indicated. http://www3.ns.sympatico.ca/mnpha/support_centre.html. Accessed 10 August 2009.

⁵⁸⁸ Statistics Canada, "Census Tract Profile Halifax 0010.00 CT." <http://www12.statcan.ca/census-recensement/2006/dp-pd/prof/92-597/P3.cfm?Lang=E&CTCODE=0039&CACODE=205&PRCODE=12&PC=B3K3B5>. Accessed 23 October 2009.

Action

A program of the Metro Non-Profit Housing Association,⁵⁸⁹ the Housing Support Centre has been operating since 1996. Known locally as the "Coffee Shop," the Centre provides a safe environment for people to deal with housing, finance and health issues, or simply to meet with friends. Over 100 people visit daily. They come in, have a coffee, feel at home, interact with staff and with each other, and get help. Most live in local substandard housing, in shelters or on the street. A shower is available at the centre and visitors are offered emergency clothing, and food for lunch or snacks is available from the nearby food bank.

During a visit, people can obtain information and assistance for problems associated with housing and income benefits, receive supportive counselling from two support centre workers, and access care from physical and psychiatric health care staff provided by the North End Community Health Centre and the Shared Mental Health Care Team.⁵⁹⁰

Lessons learned

"I may not have a place to live, but I have a place to call home." This is how many participants feel about the Support Centre. It has become a home away from home, a place of stability and support that was previously unknown to them. A community of support and wellness has developed with often spontaneous self help. Subcommittee members were heartened to witness the difference that this centre had made in the lives of people who were or had been homeless.

The Centre keeps its door open to those who have been barred elsewhere. "We've never barred anyone for any significant period of time. We've chosen to try to work with the behaviour problems and this has worked well for us. We make it clear that the behaviour, not the person, is judged, and make people feel at home when their behaviour is changed."⁵⁹¹

Centre staff made a conscious decision to limit the drop-in services to the mornings (8:30 am to noon Monday to Friday), and hold more structured activities in the afternoons. In the afternoons community groups can use the space for meetings and special events, and other groups use the space for meetings such as the weekly recovery group. The centre has branched out in response to the community: now giving space to guitar and piano lessons, a regular theatre group gathering, a monthly community kitchen and perhaps the most well known of these expansion projects – the Shining Lights Choir.

Shortly after the drop-in started, some of those in attendance formed the Shining Lights Choir. The choir began in 1997 with seven members, and has grown to over thirty. Ten years later, the choir has three recordings and has given over 150 performances. It has also been featured in both the local and national media. The choir is still made up of those who are homeless, were homeless and are still living in poverty. "The choir members have bonded; there is a feeling of belonging. The choir gives a voice to people who previously had none."⁵⁹²

⁵⁸⁹ Metro Non-Profit Housing Association <http://www3.ns.sympatico.ca/mnpha/projects.html>. Accessed 11 August 2009.

⁵⁹⁰ Centre website.

⁵⁹¹ Ibid.

⁵⁹² Metro Non-Profit Housing Association Shining Lights Choir, http://www3.ns.sympatico.ca/mnpha/shining_lights.html. Accessed 11 August 2009.

Government action

In a discussion with community representatives, staff and clients (held at the North End Community Health Centre). Subcommittee members heard about concerns over the lack of affordable housing. The dearth of affordable housing has added to the struggles faced by people on social assistance or people moving from incarceration or a stay in a mental health facility, according to focus group participants. Making the transition to work from social assistance is also hindered by lack of affordable housing.

Additional details of the focus group discussion are noted in the North End Community Health Centre notes in this appendix.

Building Futures⁵⁹³

Site Visit 15 July 2009 Winnipeg, Manitoba

Challenge

The Subcommittee has learned that unattached individuals, particularly those aged 45 to 65 years old, are over-represented among the homeless and those experiencing poverty. The Siloam Mission in Winnipeg estimates that there are approximately 2,000 people living on the street in the city. This shelter alone receives over 500 people daily who are experiencing poverty and homelessness.⁵⁹⁴ The Mission's program is designed to connect older unattached homeless people with a unique opportunity.

Action

About a year ago, Siloam Mission began to support a new program, Building Futures. While the program is still in its infancy, it got its start just like so many other programs observed by Subcommittee members – with some passion and a funding source willing to support an innovative approach.

Building Futures is a training program that employs people who have 'fallen through the cracks'. They have few skills, a reliving high-risk lives, and are dealing with addiction, homelessness or poverty – or sometimes all three at once. In its inaugural session six men are being employed fulltime, at minimum wage, for one year in woodworking projects. The product of the work is sold, making the program potentially self sustaining, although for now funding from the Siloam Mission covers about 85% of program expenses. The program is designed to prepare participants for entrance to an apprenticeship program or directly into stable employment. Average age among the participants, is about 45 years and just over half of the group is Aboriginal.

Lessons learned

Subcommittee members learned that finding sustained employment is challenging for those looking to escape life on the streets. Building Futures might be described as using an "employment first" model, in which participants engage in paid employment as a first step to stability. Similar to "housing first", where stable housing is provided along with support, Building Futures provides stable work along with support to keep individuals on the job. That 'holistic' support comes from the program director, the Siloam mission, links with other agencies and from workplace colleagues who can share experiences in a safe environment. Participants likened the support to having a

⁵⁹³ Information about Siloam Mission's Building Futures program is taken from its website unless otherwise indicated. http://www.siloam.ca/building_futures.html. Accessed 7 August 2009.

⁵⁹⁴ Siloam Mission, <http://www.siloam.ca/general.htm>. Accessed 7 August 2009.

'mentor' to help in the transition to stability. They also spoke of how the structure of the job, the support and the flexibility were helping them progress toward a more sustainable lifestyle.

Subcommittee members learned about the participants' plans for future endeavours, such as going to college and opening a carpentry business. Whatever their choice, the program will have provided a year's worth of stable employment, an improved resume and better employability skills.

Government action

Program staff told Subcommittee members that the program could be expanded or replicated by providing training in other trades such as metal work or auto body repairs. Further funds would be required to get appropriate space, equipment and tools for those programs. In the current location the number of participants accommodated on the shop-floor and in the classroom is at a maximum.

Funding support would be for the start-up phase rather ongoing operating funds, as the program is designed to become self sustaining through the sale of its products. While the focus of the program is on providing the necessary support to the participants during their move to stable employment, the enterprise approach to become self-sustaining through revenue generation is an important program element.

Sage House⁵⁹⁵

Site Visit 15 July 2009 Winnipeg, Manitoba

Challenge

Sex-trade workers often suffer from addiction and health issues, and are some of the most marginalized and vulnerable people. Although not all are of these (mostly) women are homeless, many are 'couch surfing', staying in shelters and periodically living on the street, or 'rough sleeping'.⁵⁹⁶

Action

Since 1992 Sage House has been providing, in conjunction with the Mount Carmel Clinic, a safe street women's health outreach and resource service. Sage House offers a variety of services to street-involved women and transgendered individuals living as women including assistance with education, addictions treatment, social security, housing, child and family support and harm reduction information.

The drop-in house is available to street-involved sex-trade workers, women and transgendered persons living as women. It is a welcoming, safe environment where meals are served two evenings a week, and laundry and baths are freely available. Many women reported that they have survived their street experiences because of the support and resources offered at the drop-in.⁵⁹⁷ Settled in their current location for three years, staff noted that Sage House would be open for more evenings with increased funding. At this point, the twice-weekly evening meals are routinely served to 35 people. Many are frequent visitors. A full-time nurse is available on site. Staff estimates that 80 to

⁵⁹⁵ Sage House is a program of Mount Carmel Clinic, <http://www.mountcarmel.ca/>. Accessed 6 August 2009.

⁵⁹⁶ Jason Brown et. al., "Shared Responsibility: Building Healthy Communities in Winnipeg's North End," Institute for Urban Studies, p. 33. November 2004, http://ius.uwinnipeg.ca/pdf/wira_healthy_communities.pdf. Accessed 23 October 2009.

⁵⁹⁷ Information about Sage House is taken from its website, unless otherwise indicated. <http://www.mountcarmel.ca/assets/Sage%20House.pdf>. Accessed 6 August 2009.

90% of their clients are Aboriginal. Sage House honours the Aboriginal tradition of sage as a healing herb especially for women.

Lessons learned

In a discussion with staff and clients of Sage House, participants described their life experience and their experience with Sage House. Subcommittee members learned that while they remain street-involved, women and transgendered individuals living as women rely on the variety of services that Sage House offers. During the discussion, the women spoke of addiction as self-medicating to survive street life; they noted that drugs were used “as a way to stay warm, stay awake and stay alive.” In their experience, homelessness preceded addiction, not the other way around. Clients of Sage House described the program as place that serves basic needs to get warm and clean and fed without judgement or demands. Although some said they would like to move to a space in transitional housing, but there are very few spaces available for women in their situation.

Subcommittee members were also introduced to a new program offered by the organization that will help to move homeless women into housing, following what staff referred to as a ‘pathways to housing’ model. The program will move 100 women into private single-occupancy housing in Winnipeg over the next four years. The tenant will spend no more than 30% of her income or no more than her social assistance shelter allowance on rent. Clients told Subcommittee members that they were unable to find stable housing at the rate provided by social assistance and chose to ‘work the street’ to make ends meet. They also noted that in the transition to work, there is always a period during which one would receive neither social assistance nor employment income, possibly for as long as two weeks. That is a gap that for them presents a significant barrier for moving from social assistance to employment.

Government action

Staff and clients of Sage House provided the following commentary and recommendations for government action:

- Affordable housing. Provide more affordable housing, and make it available through the ‘pathways to homes’ or the ‘Housing First’ approach.
- Rent controls. Work with private landlords to minimize rental rates. Social assistance rates for shelters were established 15 years ago, and have not kept pace with rising rents.
- Harm reduction. Addiction treatment without harm reduction is like a table with only three legs: likely to topple over. Women need treatment in a women-only facility.
- Funding for community-based services. Stabilize adequate funding including core funding for service delivery organizations. Sage house would be able to open longer hours and for more days per week with additional funds.
- Access to less expensive food. Food security is an issue in some low-rent areas, resulting in higher than average food costs for tenants who already spend a high proportion of their income on housing.
- Access to community kitchens and affordable food would help in creating a supportive community in the transition to more stable living.

L'Abri en Ville⁵⁹⁸

Site Visit 8 June 2009 Montreal, Quebec

Challenge

People who live with mental illness can feel isolated. Their isolation stems from both their health and financial situation, according to a L'Abri en Ville resident. Although many people living with mental illness are quite capable of living independently, living alone is costly and it is also lonely.

Action

L'Abri en Ville provides stable, supported shared housing for adults with serious mental illness. Although residents live in geographically dispersed units, the program creates a sense of community among the residents. "The experience of L'Abri en Ville over 18 years has shown that permanent housing and social support are significant factors in preventing relapse, including readmissions to hospital. This reduces both human and healthcare costs."⁵⁹⁹

Lessons learned

L'Abri en Ville opened its first apartment in 1991. Now the organization coordinates ten apartments housing 30 residents in its program. Once staff have secured an affordable three-bedroom apartment, ideally fairly close to the program office, they carefully select, with a committee, three individuals who are offered a room in the unit. Residents are selected with a view compatibility, with a view to their becoming supportive roommates. They are expected to share their space and the rent and utilities costs. L'Abri signs the lease and pays the monthly rent; residents pay L'Abri for their share. L'Abri generally has been able to find three-bedroom apartments for about \$1000 per month; when shared, that figure is sustainable for most receiving social assistance or disability benefits. None of the residents have dependants.

The program is designed to provide stability and allow residents to benefit from the sharing arrangement both financially and emotionally. Subcommittee members learned about the vital role that the volunteers play at L'Abri. A small team of volunteers is assigned to each apartment; each team visits and provides general support and assistance to the residents. They may also help with chores, grocery shopping, budgeting, bill payment, and meal planning. The program is built on stability among both the residents and the volunteer team. Staff co-ordinators also pay weekly visits to the residents.

In a discussion with clients, staff and board members, Subcommittee members heard about the experiences of these residents. Some came after hospitalization for a mental illness, transition housing or agencies that serve those with mental illness. Once settled in their L'Abri-supported home, residents described their new life, including sharing with roommates, engaging in community events, volunteering and working instead of social isolation.

Subcommittee members learned that L'Abri offers many opportunities for the residents to gather for group activities, such as pot luck suppers, art classes and an annual camping event. One resident noted that the key thing he gained from being a L'Abri resident is social inclusion and social capital.

⁵⁹⁸ Information about L'Abri en Ville is taken from its website, unless otherwise noted.

<http://www.labrienville.org/homepage.html>. Accessed 24 August 2009.

⁵⁹⁹ L'Abri an Ville *Response to the Mental Health Commission of Canada* April 2009. Written submission to Cities Subcommittee, 1st Session, 40th Parliament.

Residents may choose to move into other living arrangements but there is no requirement for them to do so.

Government action

L'Abri en Ville has been successfully replicated in other locations. With government support, L'Abri produced a guidebook assist that process. While replication has been successful in some instances; to date one of the four replication efforts has failed. The current size, L'Abri maintains is ideal; they do not intend to grow beyond the 10 apartments. Staff, volunteers and residents alike feel that stability has been achieved with the program's formula of placing three residents per apartment and having no more than 30 residents in the program.

One of the main program benefits, staff say, is that it has kept people with mental illness out of hospital. The program has put in place a network with multiple layers of supports, including roommates, volunteers and staff co-ordinators. The costs savings of this benefit had not been formally assessed, but they are likely to be significant according to L'Abri staff.

Staff also suggested that the model might work well for seniors who enjoy independent living but would benefit from the company and cost sharing offered by the program.

Youth Emergency Shelter Society⁶⁰⁰

Site visit 19 May 2009 Edmonton, Alberta

Challenge

Youth Emergency Shelter Society (YESS) provides services to men and women ages 15 to 19 who are in crisis, either living on the street, homeless although not on the streets or at risk of homelessness. Youth who use the emergency shelter may be dealing with addictions, mental illness or need a place away from their home. The majority have been street-involved.

The initial impetus for the program was an awareness, in 1978, of a gap in services for youth in crisis between the ages of 16 and 18; they were no longer considered children by Child and Family Services, yet were not old enough to be eligible for adult support.

Action

YESS provides shelter to youth in differing stages.

- Community Outreach for non-residential clients is available 24 hours for intakes, referrals, and family mediation; it also provides resources for school and community presentations
- Emergency shelter with 16 beds offers youth aged 15 to 18 an overnight stay plus immediate necessities such as a shower, clean clothes, a meal and access to other community service supports.
- SkY (Skills for Youth) offers a longer-term (six to eight months) residential facility, with 12 beds, for 15 to 18 year-olds without a viable living alternative, who are ready to participate in a program that provides more support within a more structured living arrangement. Youth are offered counselling and are supported in their efforts to complete school or maintain employment.

⁶⁰⁰ Information about Youth Emergency Shelter Society is taken from its website, unless otherwise noted. <http://www.yess.org/#>. Accessed 28 August 2009.

- START residential program (up to one-year stay) offers with 10 beds for youth aged 16 to 19, and is designed for youth who are motivated to achieve stability and independence, while completing school or working. The Armoury Youth Centre was under development at the time of the Subcommittee's visit, and was expected to be open during the day to youth for drop-in and access to services provided under five pillars: safety, health and wellness, self-reliance, education and recreation

Lessons learned

YESS staff estimated that 80% of their clients report that the street is a safer option than living at home. Youth originate largely from the Edmonton area, but staff have observed a growing number of refugees and immigrants among the youth they serve. Subcommittee members also learned that there had been an increase in the proportion of Aboriginal youth using the program, growing to about 50% in 2007-2008.

Staff explained to Subcommittee members that once youth become 'street-entrenched', providing basic shelter is not enough; building a relationship becomes essential. We learned that this is a long process and may require multiple intake sessions, and is the reason for differing stages of shelter..

Staff said that youth became aware of YESS largely through word-of-mouth. More than 5,000 files opened in the shelter program in 2007-2008, a 23% increase from the previous year. At the emergency shelter, between 500 and 600 youth stayed an average of almost three nights. The annual occupancy rate in 2007-2008 was 87% and higher in the winter months. The average age for youth in the shelter program was 16.4 that year.

Fewer clients are served by the SkY and START programs, but their average length of stay is much longer at 40 days and five months respectively, reflecting the more intense programming offered in these programs. These programs provided staff the opportunity to work with youth at various stages in their move from homelessness to stability.

Government action

In discussion with Subcommittee members, proposed the following government actions:

- Stable, longer term funding. Ability to access stable, long term funding is critical to program success and allows staff to focus on their job of providing services to youth. Staff reported that the current reporting requirements of their grants and contributions agreement have made it necessary for YESS to hire a second accountant.
- Better match between programs and needs. Staff proposed a better integration between the actions of the Alberta Secretariat for Action on Homelessness and the needs of youth in crisis in urban areas. Also lacking, staff noted, was a consultation between the youth shelters and the Alberta government Child Mental Health Initiative.
- Information exchange. Staff recommended that governments help create forums for sharing 'best practices' and provide funding for participation in such forums. The "Partners Solving Youth Homelessness" conference hosted and organized by Raising the Roof, Toronto, in November 2008⁶⁰¹ was cited as an example of such a forum.

⁶⁰¹ Partners Solving Youth Homelessness Conference website http://www.raisingtheroof.org/popup/psuh_en.html. Accessed 8 July 2009.

Avenue 15 and RADAR⁶⁰²

Site Visit 20 May 2009, Calgary, Alberta

Challenge

In Calgary's 2008 homeless count, children accounted for 11% of the homeless population,⁶⁰³ meaning that almost 450 young people were homeless on the day the count was conducted; of these, 384 were under the age of 17. There are 36 shelter beds designated for youth in the city. Avenue 15 staff estimated that on any given night, over 100 young people are staying at a shelter designed for adults. Staff also estimated that the average age of youth shelter users has dropped from 16 to closer to 14 years old. Both the count and the observation of Avenue 15 staff suggest that homeless youth are underserved by shelters in Calgary.

Recent research found that among street-involved youth, there are high levels of violence, significant mental and physical health concerns, high levels of substance abuse and other high risk activities.⁶⁰⁴ For youth who become homeless, the risks and issues quickly accumulate as they become immersed in the 'street kid' life.⁶⁰⁵

Action

Avenue 15 program staff explained that there is no single reason why youth find themselves without a stable home environment. In their 'street kid' lifestyle, youth are already functioning in a very adult way, making hard decisions with few resources in an environment that is 'chaos' rather than 'comfort'. Service providers, therefore, have needed to offer a menu of services meeting a broad spectrum of needs.

Avenue 15 provides homeless and runaway youth, aged 12 to 17, with access to temporary shelter, basic needs and a comprehensive support system for family reunification or access to alternative stable living arrangements. Three shelters provide a network of services with varying degrees of support, living flexibility and access requirements. Avenue 15 is a program of the Boys and Girls Clubs of Calgary.

Lessons learned

Avenue 15

The Avenue 15 approach is to provide shelter for youth in a 'family' setting, developing relationships, support and obligations among members. Subcommittee members learned that Avenue 15 offers shelter services in three streams:

- Low-barrier emergency shelter for youth aged 12 to 17 years provides basic needs in a safe overnight place for youth to clean-up, eat, rest and get access to supports.

⁶⁰²Boys and Girls Club of Calgary <http://www.boysandgirlsclubsofcalgary.ca/programs/shelter-and-outreach/avenue-15.html>. Accessed 28 August 2009.

⁶⁰³ City of Calgary *Fast Facts #3 2008*.

⁶⁰⁴ Calgary Homeless Foundation, *Setting the Course: A Blueprint to End Youth Homelessness in Calgary* Draft for Discussion, May 2009. [http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20\(May%206%2009\).pdf](http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20(May%206%2009).pdf). Accessed 9 July 2009.

⁶⁰⁵ Boys and Girls Clubs of Calgary *New Directions for Youth Shelter Services in Calgary: The New Avenue 15 Youth Shelter*, no date.

- Short- to medium-term shelter and support for youth under 18 is designed to help them develop the capacity for community living instead of their ‘street kid’ lifestyle. Youth share accommodation in a home-like setting and generally stay for weeks or months.
- Transitional housing is provided for youth who are building the skills and confidence necessary for independent living. Youth contribute to their room and board costs (a portion of which is returned through a personal saving plan). Youth also commit to behaviours and activities that offer them greater stability in the future such as school completion, employment and life skills training.

Staff noted that in their experience with youth in shelters, their homelessness stems not primarily from poverty, but rather from all the other things that lead to homelessness, such as abuse, violence, and/or addiction in their family homes.

Re-engaging Academically Disconnected Adolescents Respectfully (RADAR)

The RADAR program, implemented by Avenue 15 in September 2008, provides a response to the increasing number of youth ages 13 to 15 in youth shelters and to research that indicates that increasing number of youth in this age group were completely disengaged from school. Subcommittee members learned from RADAR staff that disengagement from school, which can begin even in the middle school years, has been demonstrated to be a predictor of later community disengagement and potentially homelessness.⁶⁰⁶

RADAR is designed to address the needs of homeless disengaged youth in this age group who are not attending school by providing a learning-focused space for academic, arts and recreation programs and a computer lab. The program’s strategy is to provide things that a family would provide: food, shelter, safety, medical care, guidance, and support for recreational pro-social activities. The objective is to return youth to a positive learning approach.

Government action

In discussion with Subcommittee members, program staff and clients described the following opportunities for government action:

- Parental supports. Staff suggested that more support for parents during years when they are parenting teens may be helpful in reducing homelessness among youth. While parents with children under the age of 6 years have access to parenting support, the challenge of parenting those between the ages of 6 and 16 goes largely unsupported.
- School attendance as an early warning system. Staff observed that regular school attendance is a significant indicator of attachment to the school community and a normal lifestyle. Using school attendance as an early indicator has helped to identify youth at risk for dropping-out and future homelessness, particularly where there are no other obvious risk factors or indicators. Staff noted that although there are often complex issues facing youth and their parents, early identification is more effective for prevention of homelessness

⁶⁰⁶ Calgary Homeless Foundation, *Setting the Course: A Blueprint to End Youth Homelessness in Calgary* Draft for Discussion, May 2009.

[http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20\(May%206%2009\).pdf](http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20(May%206%2009).pdf).

Accessed 4 August 2009.

- Gaps in services for children in care. Staff and clients noted that there are gaps in access to child and youth services depending on Child Welfare status. They suggested that any youth under the age of 18 should have equal access to services and supports regardless of their Child Welfare status.
- Flexible funding. HRSDC's grants for youth programs (no specific ones were mentioned) were reported to be useful in supporting quick, innovative responses as needs were identified. Flexible funding is particularly helpful for solving immediate problems as they arise from within the population being served.
- Youth-specific approaches to homelessness. Staff identified the need for the creation of more youth specific shelter and support services within the broader provincial effort to end homelessness. Staff suggested implementation of the plans detailed in the Calgary Homeless Foundation's draft discussion paper titled: 'Setting the Course: A Blueprint to End Youth Homelessness in Calgary'.⁶⁰⁷
- Tracking outcomes. While staff estimated that about 85% of homeless youth ultimately gain employment and stability in their lives, they also encouraged governments to support better tracking of long-term outcomes. Such longitudinal data could help service agencies to deliver evidence-based best practices. Staff said that data currently collected six months past shelter exit is not enough adequate for this purpose.

WoodGreen Community Services, Homeward Bound Program⁶⁰⁸

Site Visit 15 May 2009, Toronto, Ontario

Challenge

Helping single homeless mothers to achieve long-term security is the program goal of Homeward Bound. Applicants to the program are often identified by staff at a homeless shelter; many of the mothers are in shelters fleeing violence.

Action

WoodGreen Community Services started off as an East-end neighbourhood centre in 1937. Its mission is to deliver services that promote wellness and self-sufficiency, reduce poverty and inequality, and build sustainable communities. WoodGreen believes that the only way to achieve this mission is to work closely with its clients to understand the many barriers they face, and to help them to gain access to all the supports they need – whether housing, child care, employment training, help with a child who has developmental challenges or care for seniors right in their home.⁶⁰⁹

The Homeward Bound program provides support to single homeless mothers through a simultaneous offering of employment training, transitional housing, on-site child care, and one-on-one counselling. The program's primary goal is to move participants into independent housing with

⁶⁰⁷ The discussion paper can be viewed by accessing Calgary Homeless Foundation website at http://www.calgaryhomeless.com/main/page.php?page_id=1. The report is available at [http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20\(May%206%2009\).pdf](http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20(May%206%2009).pdf). Accessed 4 August 2009.

⁶⁰⁸ WoodGreen Community Services <http://www.woodgreen.org/about/whoarewe.html>. Accessed 29 July 2009.

⁶⁰⁹ Ibid.

employment and family sustaining incomes within three years.⁶¹⁰ Space in the program is limited by the 32 two- and three-bedroom housing units (all rent-geared-to-income) that Homeward Bound created to offer women and their children. There were 30 women on the waiting list at the time of the Subcommittee's site visit. Program participants are offered a variety of life skills courses and college based training programs.

The Homeward Bound program is funded from a variety of sources: private, provincial, individual, and also from those program participants who pay their social assistance rent allocation for the housing that is provided.

Lessons learned

Subcommittee members learned that Homeward Bound Program brings together a variety of supports that would otherwise be available only from different sources and potentially at different times. WoodGreen staff explained to us that the program eliminates the separate waiting lists for each of the three key supports – affordable housing, childcare and training.

During discussions with program participants, Subcommittee members learned about some of the program highlights:

- Homeward Bound's education-centred program requires participants to be focused on that element to be successful. Program participants described significant pressures created by the changes in their life that the program demands; most of the program participants had entered the program from a shelter.
- These young women described their difficulty in 'navigating the system', facing multiple barriers in their attempts to further their education; these included access to affordable housing, childcare and social assistance and getting assistance while going to school.
- The co-location of the apartment building and childcare centre helped to facilitate support among participants. Women also spoke about how moving into the building allowed them to move away from what had been negative influences.
- An independent study found that those who had the most difficulty with the program had a long history of poverty, violence and dependence;⁶¹¹ the addition of the on-site counsellor has helped.

Government action

In discussions with Subcommittee members, program staff suggested the following government actions:

- Simplified funding. For a program like Homeward Bound that delivers a variety of services, government program funding is complicated by multiple restrictions and multiple reporting

⁶¹⁰ WoodGreen Community Services <http://www.woodgreen.org/HomewardBound/index.html>. Accessed 29 July 2009.

⁶¹¹ WoodGreen Community Services, "Creating the path from homelessness to self sufficiency: Early findings from WoodGreen's Homeward Bound Program," July 2007 p. 16.

requirements. To alleviate the complexities, staff encouraged implementation of 'The Report of the Independent Blue Ribbon Panel on Grants and Contributions'⁶¹² recommendations.

- Income support for students. Program participants and staff have struggled with restrictions imposed by social assistance that does not allow full time studies or part-time work while receiving benefits. While WoodGreen covers the cost of tuition. The women are responsible for contributing to the cost of housing provided by Woodgreen. The social assistance restrictions make the program more complex to deliver.
- More affordable housing and child care. Staff suggested that access to more affordable housing would give the women a better chance at completing their transition to sustainable stable housing or home ownership – a goal of the program. Access to lo- cost child care is one of the biggest barriers for mothers wanting to go back to school, according to the WoodGreen staff. Staff saw a role for federal government support in both these areas.

⁶¹² The Report of the Independent Panel on Grants and Contributions *From Red Tape to Clear Results* http://www.cwlc.ca/files/file/policy/Report_on_Grant_and_Contribution_Programs.pdf December 2006. Accessed 3 September 2009.

Appendix 5 - Provincial and local strategies on poverty, housing and homelessness

As noted in the text of the report, several provincial and local governments have developed and begun to implement inter-sectoral and/or interdepartmental strategies to address poverty, housing and homelessness. This appendix provides a brief description of these.

Poverty reduction strategies

Provincial strategies

*Quebec*⁶¹³

The province of Quebec was the first jurisdiction in Canada to enact a law to combat poverty and social exclusion. The idea of a framework law for the elimination of poverty was initiated by a broad-based citizens' movement called The Collective for a Poverty-Free Québec (Le Collectif pour un Québec sans pauvreté).⁶¹⁴ On 13 December 2002, the National Assembly of Quebec adopted Bill 112, An Act to Combat Poverty and Social Exclusion.⁶¹⁵ Quebec's legislation establishes a "national strategy to combat poverty and social exclusion" that "is intended to progressively make Quebec, by 2013, one of the industrialized nations having the least number of persons living in poverty."⁶¹⁶ The Ministère de l'Emploi et de la Solidarité sociale is the lead department responsible for the implementation of Quebec's strategy to combat poverty and social exclusion.

In April 2004, the government of Quebec released its action plan, *Reconciling Freedom and Social Justice: A Challenge for the Future*.⁶¹⁷ The approach adopted in this plan evokes policies similar to those pursued in some English-speaking European countries such as the United Kingdom and Ireland.⁶¹⁸

⁶¹³ For more information on this topic, see: Chantal Collin, *Poverty Reduction Strategies in Quebec and in Newfoundland and Labrador*, PRB 07-23E, Parliamentary Information and Research Service, Library of Parliament, Ottawa, 26 October 2007, <http://www.parl.gc.ca/information/library/PRBpubs/prb0723-e.htm>. Accessed 26 October 2009.

⁶¹⁴ For more detailed information on the Collective for a Poverty-Free Québec and its actions to support the passage of a law to eliminate poverty in Quebec, see William Ninacs with the collaboration of Anne-Marie Béliveau and Francine Gareau, *The Collective for a Poverty-Free Québec: A Case Study*, Caledon Institute of Social Policy, Ottawa, September 2003.

⁶¹⁵ *An Act to Combat Poverty and Social Exclusion*, R.S.Q. L-7, updated to 1 August 2008, http://www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/L_7/L7_A.html. Accessed 26 October 2009.

⁶¹⁶ *An Act to Combat Poverty and Social Exclusion*, R.S.Q. L-7, c. II, s. 4.

⁶¹⁷ Government of Quebec, *Reconciling Freedom and Social Justice: A Challenge for the Future – Government Action Plan to Combat Poverty and Social Exclusion*, Ministère de l'Emploi, de la Solidarité sociale et de la Famille, April 2004.

⁶¹⁸ For a brief overview of anti-poverty strategies in the United Kingdom and Ireland, see: Chantal Collin, *Poverty Reduction Strategies in the United Kingdom and Ireland*, PRB 07-28E, Parliamentary Information and Research Service, Library of Parliament, Ottawa, 2 November 2007, <http://www.parl.gc.ca/information/library/PRBpubs/prb0728-e.htm>. Accessed 26 October 2009.

The plan promotes “economic security and social inclusion through employment” and increases “protection for people with significant employment limitations.”⁶¹⁹

In the first year after the launch of the action plan, a research centre – Centre d’étude sur la pauvreté et l’exclusion – was established under the aegis of the Ministère de l’Emploi et de la Solidarité sociale with the mandate to provide reliable and rigorous information on poverty and social exclusion issues.⁶²⁰ An advisory committee, the Comité consultatif de lutte contre la pauvreté et l’exclusion sociale, was created several months later to advise the Minister of Employment and Social Solidarity on the planning, implementation and evaluation of the national strategy to combat poverty and social exclusion.⁶²¹

Available data show that the proportion of people living on low incomes in Quebec decreased steadily from 1997 to 2006. Based on Statistics Canada’s after-tax low income cut-off (LICO), the overall proportion of people living on low incomes in Quebec declined from 19.3% in 1997 to 11.6% in 2006. Significant progress has also been made during this period with respect to a decline in the incidence of poor children, as the proportion of children living in low-income families decreased from 22.4% in 1997 to 11.3% in 2002, to 9.7% in 2006.⁶²² The proportion of female lone-parent families living on low incomes declined from 40.9% in 2002 to an estimated 28.5% in 2006. However, 33.1% of unattached individuals were living on low incomes in 2006, up from 31.3% in 2002, the year before the strategy was implemented.

Newfoundland and Labrador⁶²³

In 2006, Newfoundland and Labrador became the second province in Canada to adopt a comprehensive poverty reduction strategy. The government pledged to transform Newfoundland and Labrador from a province with the most poverty to a province with the least poverty over the following decade. The Minister of Human Resources, Labour and Employment has the responsibility to lead the government’s effort to reduce poverty. The Minister must provide the House of Assembly with an annual statement of progress and a report on the implementation of the Poverty Reduction Strategy (PRS) every two years.

To prevent, reduce and alleviate poverty for individuals, families, women, seniors, youth, and persons with disabilities, the government decided on a comprehensive, integrated and multi-faceted approach that addresses key areas such as education, health, housing, child care and labour market development. In June 2006, the government released its action plan which identified five medium-term goals for the first four years of the PRS. These goals were to: improve access and coordination of services for those with low incomes; establish a stronger social safety net; improve earned incomes; increase emphasis on early childhood development; and create a better educated population.

⁶¹⁹ Government of Quebec, *Reconciling Freedom and Social Justice*, 2004, p. 8.

⁶²⁰ For more information on the Centre d’étude sur la pauvreté et l’exclusion and its work, see its website at: http://www.cepe.gouv.qc.ca/index_en.asp. Accessed 26 October 2009.

⁶²¹ For more information on the Comité consultatif de lutte contre la pauvreté et l’exclusion sociale, see its website at: http://www.cclp.gouv.qc.ca/mission_en.asp. Accessed 26 October 2009.

⁶²² Statistics Canada, “Income in Canada 2006,” Table 11-6, Catalogue no. 75-202-X, May 2008, <http://www.statcan.ca/english/freepub/75-202-XIE/75-202-XIE2006000.htm>. Accessed 26 October 2009.

⁶²³ For more information on this topic, see: Chantal Collin, *Poverty Reduction Strategies in Quebec and in Newfoundland and Labrador*, PRB 07-23E, Parliamentary Information and Research Service, Library of Parliament, Ottawa, 26 October 2007, <http://www.parl.gc.ca/information/library/PRBpubs/prb0723-e.htm>. Accessed 26 October 2009.

The action plan also identified a number of areas in which the federal and provincial governments could work collaboratively. These areas include income tax-related issues, Aboriginal people, persons with disabilities, affordable housing, a new Labour Market Development Agreement, child benefit programs, student loan programs, and literacy programs.⁶²⁴

On the first anniversary of the implementation of the PRS, the Minister of Human Resources, Labour and Employment issued a statement indicating that significant progress was being made to prevent, reduce and alleviate poverty in Newfoundland and Labrador and that the government would continue to invest in a mix of policy and program areas to achieve its goal of eliminating poverty.⁶²⁵

In 2006, using after-tax LICO, 7.6% of people were living on low incomes in Newfoundland and Labrador, down from 12.2% in 2003. The prevalence of low income among unattached individuals under 65 years of age was much higher, at 42%, down from 53% in 2003; and differed considerably between males and females (36.3% and 49.5% respectively). Children were also affected by poverty, as an estimated 9.3% lived in low-income families in 2006, a substantial decline from a rate of almost 16% in 2003. The prevalence of low income among female lone-parent families was 30.6% in 2006, down significantly from 50.8% in 2003.⁶²⁶

Ontario

In December 2008, the Government of Ontario released *Breaking the Cycle: Ontario's Poverty Reduction Strategy* and became the third Canadian province, after Quebec and Newfoundland and Labrador, to develop a comprehensive poverty reduction strategy. Ontario's poverty reduction plan is guided by "the vision of a province where every person has the opportunity to achieve his or her full potential, and contribute to and participate in a prosperous and healthy Ontario."⁶²⁷ The strategy aimed to "break the intergenerational cycle that makes poverty such an insidious problem"⁶²⁸ and set a target of reducing the number of children in poverty by 25% in five years. This goal would lift 90,000 children out of poverty while improving the quality of life of all children facing this hardship.⁶²⁹ To monitor its progress, the Government of Ontario intended to use Statistics Canada's Low-Income Measure.

Ontario's Poverty Reduction Strategy included a comprehensive set of initiatives to improve the wellbeing of children and families. For example, the strategy proposed to enhance the Ontario Child Benefit to \$1,310 per child per year at maturity (2011–2012).⁶³⁰ This would represent an annual investment of \$1.3 billion and provide support to 1.3 million children when fully implemented.⁶³¹ Among other initiatives, the strategy also called for the creation of 200 new Parenting and Family Literacy Centres; the implementation of full-day learning programs for four- and five-year-olds; a

⁶²⁴ Government of Newfoundland and Labrador, "Reducing Poverty: An Action Plan for Newfoundland and Labrador," June 2006, <http://www.hrle.gov.nl.ca/hrle/poverty/poverty-reduction-strategy.pdf>. Accessed 26 October 2009.

⁶²⁵ Government of Newfoundland and Labrador, "Significant Progress Being Made to Prevent, Reduce and Alleviate Poverty in our Province, Human Resources, Labour and Employment," *News release*, 4 June 2007.

⁶²⁶ Statistics Canada, *Income in Canada 2006*, Table 11-2,

⁶²⁷ Government of Ontario, *Breaking the Cycle: Ontario's Poverty Reduction Strategy*, December 2008, p. 5, http://www.growingstronger.ca/english/poverty_report_access.asp Accessed 26 October 2009.

⁶²⁸ *Ibid.*, p. 4.

⁶²⁹ *Ibid.*, p. 6.

⁶³⁰ In 2008, the maximum benefit is \$50/month (\$600 annually) for each child under the age of 18.

⁶³¹ Ontario (2008), *Breaking the Cycle*, p. 16.

\$32 million investment over three years in the Student Nutrition Program; and \$80 million in funding over three years for a Mental Health and Addictions Strategy, part of which would target low-income youth with mental illness and/or substance addictions.⁶³²

The poverty reduction plan also contained measures to improve the well-being of all Ontarians. It provided for additional funding for training and apprenticeship programs; stronger employment standards to better protect vulnerable workers; an increase in the minimum wage to \$10.25 by 2010; and investments in a Community Opportunities Fund to support community revitalization projects.⁶³³ The Poverty Reduction Strategy also recognized that certain groups are more vulnerable to poverty than others and provided tailored support to new Ontarians, people with disabilities, women, Aboriginal people, seniors, and the homeless.⁶³⁴

In order to achieve the goals outlined in its Poverty Reduction Strategy, the Government of Ontario has requested support from other levels of government. In its strategy document, it asked the federal government to take the following actions:

- double the amount of the Working Income Tax Benefit to \$2,000 per year per family and increase the National Child Benefit Supplement by \$1,200 per child;
- reform the Employment Insurance (EI) program to meet the needs of workers transitioning to expanding sectors of the economy and provide benefits to Ontarians at a level similar to those provided in other provinces;
- convene a summit with governments, private sector, non-profit sector and union leaders to discuss EI modernization;
- enter into a renewed Early Learning and Child Care Agreement with the provinces;
- continue to support the Affordable Housing Program that otherwise will sunset in 2010; and
- follow-up on commitments originally made in the Kelowna Accord that would eventually provide Aboriginal people with the same quality of life as other Canadians.⁶³⁵
- In May 2009, Ontario passed An Act respecting a long-term strategy to reduce poverty in Ontario, “to establish mechanisms to support a sustained long-term reduction of poverty in Ontario.”⁶³⁶

Nova Scotia

In April 2009, the Nova Scotia Government released its poverty reduction strategy, in a document entitled *Preventing Poverty: Promoting Prosperity*. Emphasizing its prior commitment to poverty

⁶³² *Ibid.*, pp. 9–11.

⁶³³ *Ibid.*, p. 13 and pp. 19–22.

⁶³⁴ *Ibid.*, pp. 25–28.

⁶³⁵ *Ibid.*, pp. 41–42.

⁶³⁶ Ontario, *An Act respecting a long-term strategy to reduce poverty in Ontario*, 6 May 2009. http://www.e-laws.gov.on.ca/html/source/statutes/english/2009/elaws_src_s09010_e.htm. Accessed 26 October 2009.

reduction, the document highlights a reduction in child poverty rates from 19.3% in 1997 to 8.7% in 2006,⁶³⁷ and government spending of almost \$200 million in the past three years.⁶³⁸

The vision of the provincial strategy “for 2020 is to break the cycle of poverty by creating opportunities for all Nova Scotians to participate in the prosperity of the province and enjoy a better standard of living.”⁶³⁹ The four main goals of the strategy were to: enable and reward work; improve supports for those in need; focus on our children; and collaborate and coordinate.⁶⁴⁰ The first three of these have been identified as first-year priorities. Another first-year priority was to increase the capacity within the Government to measure and report on progress, with a commitment to begin reporting in 2010–2011.⁶⁴¹

With respect to the federal government, the Nova Scotia strategy acknowledged three existing federal-provincial partnerships with respect to housing: Affordable Housing Program Agreement, Affordable Housing Trust, and Aboriginal Off-Reserve Trust.⁶⁴² Beyond housing, the Strategy identified other existing partnerships: the Federal/Provincial Social Services Support Committee, the Canada-Nova Scotia Labour Market Agreement, and the Mi’kmaq-Nova Scotia-Canada Tripartite Forum.⁶⁴³ The report highlighted the importance of federal involvement: “Our relationship with the federal government is key to making long-term, sustainable progress on poverty in Nova Scotia,”⁶⁴⁴ but was not specific as to what additional supports were expected or desired.

Manitoba

Manitoba’s poverty reduction strategy, announced in May 2009, identified four pillars “to reduce poverty and promote prosperity: safe, affordable housing in supportive communities; education, jobs and income support; strong, healthy families; and accessible, co-ordinated services.”⁶⁴⁵ The Government committed to \$212 million in new spending in the 2009-2010 fiscal year.⁶⁴⁶

The Manitoba plan identified the importance of economic growth to the success of its plan, and said the following about the federal role:

*We need the federal government to do its part by building on recent investments, such as the Canada-Manitoba Labour Market Agreement. Non-insured, Aboriginal, and low-skilled workers need improvements in access to education and training. We also need to partner with the federal government to increase child care funding, work with homeless individuals and increase investments for affordable housing both on and off reserves.*⁶⁴⁷

⁶³⁷ Nova Scotia, *Preventing Poverty: Promoting Prosperity: Nova Scotia’s Poverty Reduction Strategy*, 2009, p. 6, http://gov.ns.ca/coms/specials/poverty/documents/poverty_report_2009.pdf. Accessed 26 October 2009.

⁶³⁸ *Ibid.*, p. 3.

⁶³⁹ *Ibid.*, p. 16.

⁶⁴⁰ *Ibid.*, p. 17.

⁶⁴¹ *Ibid.*, p. 36.

⁶⁴² *Ibid.*, p. 25.

⁶⁴³ *Ibid.*, p. 34.

⁶⁴⁴ *Ibid.*

⁶⁴⁵ Manitoba, *ALLAboard: Manitoba’s Poverty Reduction Strategy*, 2009, p. 2, [http://www.gov.mb.ca/fs/misc/pubs/CSM All%20Aboard Report 16.pdf](http://www.gov.mb.ca/fs/misc/pubs/CSM_All%20Aboard_Report_16.pdf). Accessed 26 October 2009.

⁶⁴⁶ *Ibid.*, p. 4.

⁶⁴⁷ *Ibid.*, p. 6.

The Strategy also created an interdepartmental working group to report to a new Ministers' Poverty Reduction Committee, to monitor and report on progress.⁶⁴⁸

Local Poverty Reduction Strategies

While many communities have multi-sectoral groups focused on pressing social issues, including poverty reduction, Saint John and Hamilton were among five such groups funded under the Vibrant Communities Initiative to undertake community-wide poverty reduction strategies. These are detailed below.

Saint John, New Brunswick

In Saint John, the initial impetus in local poverty reduction came from the business community, and the Business Community Anti-Poverty Initiative (BCAPI) in 1997. Described as “unique coalition of senior business and professional community leaders working together with people living in poverty, government and community, to address root causes,”⁶⁴⁹ BCAPI has operated as a catalyst. In 2000, it commissioned a study on poverty in the city, and recommended that BCAPI “seek to break the poverty cycle.”

As a first step, BCAPI convened a broader group of community leaders, and received funding from the Vibrant Communities network to support its anti-poverty work. In 2005, Vibrant Communities Saint John (VCSJ) set a three-year goal to “assist 2000 individuals (800 households) in continuing their journey out of poverty,”⁶⁵⁰ which was surpassed by reaching over 3,000 individuals.⁶⁵¹ VCSJ also set a 10-year goal: to reduce the City’s poverty rate from 24% to the national average of 16% by 2015.⁶⁵²

The four “key areas” of the strategy were: investing in children and youth; ensuring access to education through to employment; promoting safe and affordable housing; and positioning the strategy in neighbourhoods.

Hamilton, Ontario

In February 2005, with the leadership of the City of Hamilton and the Hamilton Community Foundation, the Hamilton Roundtable for Poverty Reduction was formed. Faced with a 20% poverty rate, the Roundtable’s role was to play “a critical role in generating the energy for and evolving the idea of a local poverty reduction initiative.”⁶⁵³ By August, the Roundtable had

⁶⁴⁸ Ibid., p. 8.

⁶⁴⁹ “Vibrant Communities Saint John: Convenor,” from the website of the Tamarack Institute for Community Engagement, <http://tamarackcommunity.ca/g2s28.html#povsj>. Accessed 26 October 2009.

⁶⁵⁰ Saint John Vibrant Communities Leadership Roundtable and BCAPI, “People, Practice and Policy: Pathways Out of Poverty: Poverty Reduction Strategy for Saint John,” submitted as a proposal to Vibrant Communities Canada, July 2004, p. 9, http://tamarackcommunity.ca/downloads/vc/stjohn_plan.pdf. Accessed 26 October 2009.

⁶⁵¹ “Vibrant Communities Saint John: Dismantling the Poverty Traps,” October 2008, p. 2, http://tamarackcommunity.ca/downloads/vc/SJ_Dismantling_Pov_Traps.pdf. Accessed 26 October 2009.

⁶⁵² Saint John Vibrant Communities Leadership Table and BCAPI, p. 8.

⁶⁵³ City of Hamilton and Hamilton Community Foundation, “Roundtable for poverty reduction takes community approach,” *Media release*, 13 May 2005, http://www.hamiltonpoverty.ca/docs/Roundtable%20on%20Poverty_FINAL%20MEDIA%20RELEASE.pdf. Accessed 26 October 2009.

commissioned a study by the Hamilton Social Planning and Research Council to identify the demographics of poverty in Hamilton.⁶⁵⁴

With an articulated vision of making Hamilton the best place to raise a child, the Roundtable identified “critical points of investment in children and youth: quality early learning and parenting; skills through education, activity and recreation; employment; and targeted skills development”⁶⁵⁵ through post-secondary education.

In 2007, the Hamilton Roundtable was one of the informed voices calling for a provincial poverty reduction strategy, and in 2009, it submitted a brief to the federal government in the context of the pre-Budget consultation calling, in part, for a national poverty reduction strategy. A pre-budget brief to the federal government from the Hamilton Roundtable on Poverty said, in part:

*Many of the investments identified require an integrated policy and program delivery approach between all levels of government which can be moved forward through the leadership of the Government of Canada. Examples of integrated approaches required by communities including a National Poverty Reduction Strategy, National Housing Strategy, National Early Learning and Child Care Strategy and a National Strategy for Investing in Cities.*⁶⁵⁶

The brief included quite specific recommendations for elements of a National Housing Strategy, including rent banks and rent supplements, and “the development of a long-term, comprehensive strategy to deal with affordability and accessibility to housing for hundreds of thousands of low income Canadians.”⁶⁵⁷

Housing strategies and plans

Provincial strategies

As noted in the report, several provincial governments have developed provincial plans and strategies to guide the allocation of funds from both federal and provincial coffers. These plans and programs are briefly summarized below, arranged from west to east.

British Columbia

In 2004, funded by the second phase of the federal-provincial-territorial Affordable Housing Initiative, the BC Government announced its provincial homelessness initiative. Since that time, according to a recent publication from the BC Government, more than 4,000 units have been allocated across the province under this initiative.⁶⁵⁸

⁶⁵⁴ Hamilton Roundtable for Poverty Reduction, “Making Hamilton the Best Place to Raise a Child: Starting Point Strategies,” February 2007, p. 3, <http://www.hamiltonpoverty.ca/docs/Starting%20Point%20Strategies.pdf>. Accessed 26 October 2009.

⁶⁵⁵ Hamilton Roundtable for Poverty Reduction, “Strategy Map,” p. 3, <http://www.hamiltonpoverty.ca/docs/news/reports/Strategic%20Framework.pdf>. Accessed 26 October 2009.

⁶⁵⁶ Hamilton Roundtable for Poverty Reduction, “Priority Recommendations: Social Investments and Expanding the Canadian Economy, Federal Budget 2009 Policy Brief,” p. 1, http://www.hamiltonpoverty.ca/docs/news_and_reports/news-releases/Federal-budget-2009-policy-brief.pdf. Accessed 26 October 2009.

⁶⁵⁷ *Ibid.*, p. 2.

⁶⁵⁸ BC Housing, “An overview of BC Housing programs,” January 2009, p. 1, http://www.bchousing.org/resources/BreakingtheCycle/Overview_fact_sheet.pdf. Accessed 26 October 2009.

In October 2006, the Government of British Columbia launched its provincial housing strategy, entitled Housing Matters BC, which committed to existing programs, but also committed to new approaches to meet needs in a “changing housing environment.”⁶⁵⁹

While this plan addressed homelessness, a year later the BC Government announced its Breaking the Cycle of Homelessness initiative, built upon the previous two initiatives to include an annual commitment of \$41 million to sustain emergency shelters, expand outreach to the homeless, with a special allocation for Aboriginal persons, rent supplements, and fast-track approvals of housing applications.⁶⁶⁰ One-time capital funding was also part of the announcement at the time.⁶⁶¹

Since 2001, a government website says, the BC Government has committed to the construction of 16,000 new subsidized housing units.⁶⁶² Also since that date, it has funded more than 3,000 supportive housing units, in addition to the 1,300 that existed then.

Alberta

In February 2007, the Alberta Government appointed the Alberta Affordable Housing Task Force, with a mandate to focus on solutions for homelessness and affordable housing, to include rent subsidies and home ownership.⁶⁶³ It offered immediate-term and longer term solutions, mostly with respect to housing affordability, rather than homelessness. Its immediate-term recommendations included increasing funding to emergency shelters, establishing an Alberta Transitional Housing Initiative, increasing capital funding for affordable housing construction, an eviction prevention fund, and an increase in the shelter allowance for people on income assistance.⁶⁶⁴

This report included specific recommendations to the federal government with respect to the pursuit of “further opportunities to support affordable housing:”⁶⁶⁵ modifications to GST treatment of new homes and non-profits’ capital and operating costs, extension and acceleration of capital cost depreciation, a “substantial increase” in funding, and the creation of a national housing strategy.⁶⁶⁶

The government’s response, just a few weeks later, cited Budget 2007 commitments that responded to these recommendations, including a \$285 million funding commitment that it said covered all of the recommendations cited above.⁶⁶⁷

⁶⁵⁹ Housing Matters BC, “An Update on the Provincial Housing Strategy,” 2007, p. 1, http://www.bchousing.org/resources/About%20BC%20Housing/Housing_Matters_BC/Homelessness_brochure_FI_NAL.pdf. Accessed 26 October 2009.

⁶⁶⁰ BC Government, “Breaking the Cycle of Homelessness,” *Backgrounder*, 12 October 2007, http://www2.news.gov.bc.ca/news_releases_2005-2009/2007OTP0154-001292-Attachment1.htm. Accessed 26 October 2009.

⁶⁶¹ *Ibid.*

⁶⁶² BC Housing, Breaking the Cycle of Homelessness website, <http://www.bchousing.org/breakingthecycle>. Accessed 22 May 2009.

⁶⁶³ Alberta Affordable Housing Task Force, *Housing First: An Investment with a Return in Prosperity*, 19 March 2007, p. 2, http://housing.alberta.ca/documents/Housing_Task_Force_report.pdf. Accessed 26 October 2009.

⁶⁶⁴ *Ibid.*, p. 18.

⁶⁶⁵ *Ibid.*, p. 23.

⁶⁶⁶ *Ibid.*

⁶⁶⁷ Government of Alberta, “Government responds to task force report with \$285 million in new funding,” News release, 24 April 2007, <http://alberta.ca/home/NewsFrame.cfm?ReleaseID=/acn/200704/213412425F73C-ADCF-7367-39197E9BB9992B61.html>. Accessed 26 October 2009.

Although the recommended 10-year plan on affordable housing did not emerge as such, the Government responded to the intent with the announcement of its plan to address homelessness in a 10-year initiative later that year.⁶⁶⁸ By early 2008, the government had appointed the Alberta Secretariat for Action on Homelessness as a government agency with a mandate to develop and implement a provincial plan.

In October 2008, the Secretariat released its plan, calling for investments focused on “rapid re-housing of homeless Albertans, moving them from streets and shelters into permanent housing; providing client-centred supports to re-housed clients, helping them obtain the assistance they need to restore their stability and maintain their housing; and preventing homelessness through emergency assistance and by providing adequate and accessible government programs and services to Albertans.”⁶⁶⁹

The report called for \$3.316 billion over 10 years to move 11,000 individuals and families out of homelessness, and compared that to a figure of \$6.65 billion, the price tag for “managing” these individuals and families, resulting in a significant saving to taxpayers.⁶⁷⁰

The Alberta Government’s commitment to its implementation has been backed up by budget allocations and departmental business plans.

Saskatchewan

In 2008, the Minister of Social Services appointed a Task Force on Housing Affordability, with a view to finding new ideas to “housing affordability keeps pace with the province’s current economic momentum,”⁶⁷¹ with a mandate to study and make recommendations on three issues:

- improving housing affordability and security for those least able to afford rising housing costs;
- increasing capacity in the housing system to encourage the creation of affordable housing; and
- examining how best to facilitate the long term monitoring, policy development and provisions of affordable housing in Saskatchewan.⁶⁷²

Three months later, the Task Force reported, including 36 recommendations, ranging from increasing income for low-income people in the province to eliminating provincial sales tax on building supplies for affordable housing construction. It called on the federal government to change tax treatment of income from rental property, and to renew the five-year affordable housing agreement scheduled to expire in 2009.

⁶⁶⁸ Alberta Secretariat for Action on Homelessness, “A Plan for Alberta: Ending Homelessness in 10 Years,” October 2008, p. 3, http://www.housing.alberta.ca/documents/PlanForAB_Secretariat_final.pdf Accessed 26 October 2009.

⁶⁶⁹ Ibid., p. 2.

⁶⁷⁰ Ibid., p. 9.

⁶⁷¹ Social Services Minister Donna Harpauer, quoted in Government of Saskatchewan, “Province announces task force on housing affordability,” 18 March 2008, <http://www.gov.sk.ca/news?newsId=dad16d57-1c11-4119-8734-5d1b0d47ee06>. Accessed 26 October 2009.

⁶⁷² Saskatchewan Task Force on Housing Affordability, *Affordable Housing: An Investment: Report of the Task Force on Housing Affordability*, June 2008, p. 1, <http://www.gov.sk.ca/adx.aspx/adxGetMedia.aspx?mediaId=496&PN=Shared>. Accessed 26 October 2009.

The Government responded within weeks to the recommendations framed as “immediate-term,” with increased shelter allowances in all of its income support programs, and technical changes to boundaries, income thresholds for rental increases, increases in per-diem rates paid to emergency shelters, and an expansion of the Saskatchewan Housing Authority Board.⁶⁷³ These and other medium-term changes were reflected in the Estimates tabled with the provincial budget for 2009-2010, which increased funding for the housing envelope to more than \$30 million for 2009-2010 (from \$22 million in 2008-2009).⁶⁷⁴ In addition, the Ministry Plan for Social Services for the same year includes a commitment to the development of an increased investment in and supply of affordable housing in Saskatchewan.⁶⁷⁵

Manitoba

In 2007, the Manitoba government announced its HOUSINGFirst strategy with respect to housing for people on low incomes, built on four pillars: “the development of affordable housing for low-income Manitobans; the revitalization of existing public housing; the provision of emergency and transitional shelter for homeless individuals, and the extension of existing renovation programs including the Residential Rehabilitation Assistance Program (RRAP).”⁶⁷⁶ Specific programs were developed for each of these pillars, ranging from an overhaul of Manitoba Housing’s governance and operations, to support for moderate-income people to become home owners, to increasing the supply of emergency and longer-term affordable rental housing for low-income people.

In the provincial poverty reduction strategy released in May 2009, “safe affordable housing in supportive communities” is one of four pillars; in the strategy document, the government of Manitoba included the “largest-ever investment in social housing,” and promised a “long-term housing vision.”⁶⁷⁷

Ontario

In 2005, the Ontario government announced its Affordable Housing Plan, to provide “low- and moderate-income households with opportunities along the housing continuum – from housing allowances/rent supplements to affordable homeownership.”⁶⁷⁸

This plan had four components: a housing allowance or rent supplement, which could support households for up to five years; financial support for rental and supportive housing, “to reduce the capital costs for rental and supportive housing units developed through new construction,

⁶⁷³ Government of Saskatchewan, “Government responds to Task Force on Housing Affordability,” News release, 23 June 2008, <http://www.gov.sk.ca/news?newsId=df89aa58-2090-487a-8d36-f8454295af35>. Accessed 26 October 2009.

⁶⁷⁴ Province of Saskatchewan, *Estimates for the Fiscal Year Ending March 31 2010*, p. 134, <http://www.finance.gov.sk.ca/budget2009-10/Budget200910Estimates.pdf>. Accessed 26 October 2009.

⁶⁷⁵ Province of Saskatchewan, *Plan for 2009-10: Ministry of Social Services*, p. 2, <http://www.socialservices.gov.sk.ca/adx/asp/adxGetMedia.aspx?DocID=710,107,81,1,Documents&MediaID=647&Filename=MSSplan2009-10.pdf>. Accessed 22 May 2009.

⁶⁷⁶ Government of Manitoba, “Province commits \$500,000 to phase two of integrated housing project in Swan River: Doer,” News Release, 25 August 2008, <http://news.gov.mb.ca/news/index.print.html?item=4346>. Accessed 22 May 2009.

⁶⁷⁷ Government of Manitoba, *ALLAboard: Manitoba’s Poverty Reduction Strategy*, May 2009, pp. 2, 4, http://www.gov.mb.ca/fs/misc/pubs/CSM_All%20Aboard_Report_16.pdf. Accessed 22 May 2009.

⁶⁷⁸ Government of Ontario, *Ontario’s Affordable Housing Strategy: New Approach, New Opportunities – Information Booklet for Municipal Councillors and Officials*, August 2006, p. 7, <http://www.mah.gov.on.ca/Asset723.aspx>. Accessed 22 May 2009.

acquisition and conversion, or through additions and renovations to existing stock,⁶⁷⁹ where providers are required to maintain below market rents for at least 20 years; funding to support affordable rental or ownership housing in Northern Ontario; and support for low- or moderate-level renters to become home-owners, with municipal revolving funds to ensure on-going affordability moving forward.⁶⁸⁰

As noted, the government planned to develop a long-term affordable housing strategy and was expected to roll-out a new 10-year \$60 billion infrastructure plan in 2009 that would likely cover many initiatives including social housing.⁶⁸¹ Consultations on such a strategy took place over the summer of 2009.

While the Ontario and federal governments signed a memorandum of understanding with respect to information-sharing with respect to homelessness in 2008,⁶⁸² there was no evidence of a provincial homelessness strategy in place or under consideration.

Quebec

The Société d'habitation du Québec (SHQ) released its third strategic plan in 2008, which flagged the pressing need to renovate existing stock,⁶⁸³ along with three major axes of intervention: access to social and community housing, support to stay in the home, improvement of housing conditions, and supportive housing.⁶⁸⁴

At the time, provincial programs included rent-geared-to-income (or low-cost) housing, rent supplement program, a housing allowance administered through the tax system, financial support for non-profit and housing co-operative to renovate or construct new units under the AccèsLogis Québec program, and the Quebec Affordable Housing Program, which could support the construction of new supply by a wider range of organizations.⁶⁸⁵

The AccèsLogis Québec program was a five-year program, with a financial commitment of \$26 million annually, and the Quebec Government's Infrastructure Program allocated \$96 million annually until 2013 to renovate and repair existing units, under the Habitations à loyer modique.⁶⁸⁶

These measures were consistent with commitments made by the Government in its anti-poverty legislation with respect to housing.⁶⁸⁷

⁶⁷⁹ Ibid.

⁶⁸⁰ Ibid., p. 8.

⁶⁸¹ Government of Ontario, *Breaking the Cycle: Ontario's Poverty Reduction Strategy*, December 2008, p. 23, http://www.growingstronger.ca/english/pdf/Ontario's_Poverty_Report_EN.pdf. Accessed 22 August 2009.

⁶⁸² Government of Ontario, "Federal and provincial ministers to jointly address homelessness in Ontario," *Newsroom*, 2 April 2008, Accessed 22 May 2009.

⁶⁸³ Société d'habitation du Québec, *Plan Stratégique: 2008-2011*, 2008, p. 10, <http://www.habitation.gouv.qc.ca/publications/M20047.pdf>. Accessed 22 May 2009.

⁶⁸⁴ Ibid., p. 18.

⁶⁸⁵ Quebec Ministry for Families and Children, "Guide to Government Programs and Services: Housing Assistance," <http://www.mfa.gouv.qc.ca/services-en-ligne/guide-programmes-services/fiches/9.asp?lang=en&chapitre=9&fiche=0>. Accessed 22 May 2009.

⁶⁸⁶ "New Housing Program Unveiled," *The Gazette*, 10 October 2008, <http://www.mtlurb.com/forums/showthread.php?p=38056>. Accessed 22 May 2009.

⁶⁸⁷ Collin, *Poverty Reduction Strategies in Quebec and in Newfoundland and Labrador*, 2007, p. 5,

Newfoundland and Labrador

In a social housing plan launched in September 2009, the Newfoundland and Labrador Government identified a series of strategic action priorities:

- “preserving privately owned homes by assisting with the cost of essential repairs;
- providing quality, affordable rental accommodation through direct delivery programs and partnerships with the non-profit and private sectors;
- promoting the development of more new affordable housing;
- supporting home modifications to address the accessibility needs of seniors and persons with disabilities;
- promoting renovations for lower-income homeowners to improve energy efficiency and conservation;
- preserving [Newfoundland Labrador] Housing homes to ensure they meet current and future housing needs and improving overall energy efficiency during renovations; and
- working with government and community partners in the development of a range of housing options which prevent homelessness by integrating housing and other services to promote housing stability.”⁶⁸⁸

While the plan focused on the social housing portfolio and plans, its development included extensive stakeholder consultation, and comments focused on four themes: the renewal of “social housing policy and programs” and existing stock; the role of the private rental market; the housing needs of specific subgroups of the population; and the need for supportive housing,⁶⁸⁹ all common themes in cities and provinces across Canada. Similarly, the identified challenges – changing demographics, aging housing stock, pressures in the private rental market, and the increasing need for integrated support services within housing⁶⁹⁰ – were again common to most social housing providers within provinces across Canada.

Within its plan, the decline in federal operating funds over time was flagged as a particular problem, which all provincial governments have identified: “...all provinces and territories are continuing to seek a long-term funding commitment from the federal government.”⁶⁹¹ Throughout the report, the need for federal collaboration and funding, including with respect to meeting the housing needs of Aboriginal peoples, was identified.

Local housing strategies

While housing is a provincial responsibility, a federal *Housing Act* and funding over decades has entrenched federal involvement in the provision of affordable housing across Canada. Federally owned and operated social housing was devolved to provincial governments, with a continuing

⁶⁸⁸ Newfoundland Labrador Housing, *A Social Housing Plan for Newfoundland Labrador: Secure Foundations*, 2009, p. 18. <http://www.nlhc.nf.ca/SocialHsingPlan/report.pdf>. Accessed 18 September 2009.

⁶⁸⁹ *Ibid.*, p.2.

⁶⁹⁰ *Ibid.*, pp. 3-5.

⁶⁹¹ *Ibid.*, p. 15.

commitment to subsidize operating costs for the life of mortgages. At the same time federal direct investment in social housing stopped for a 10-year period, re-emerging in 2005–2006, when housing trusts and bilateral affordable housing agreements with provincial and territorial governments were signed. Further federal involvement was confirmed in Budget 2009, with commitments for renovation of existing social housing stock, and new construction of housing for seniors and persons with disabilities.

Provincial governments have the constitutional jurisdiction over housing, and have either devolved responsibility to local governments or have allowed cities to become directly involved, or both. Across Canada, cities provide housing directly, subsidize construction and/or ownership through one or more of several local strategies, e.g., direct spending, below-market prices for land, zoning changes, and rent supplements.

In the past 10 years, a number of cities have undertaken research and engaged citizens, voluntary organizations and business in the development of local strategies with respect to meeting needs for affordable housing or reducing or eliminating homelessness, and sometimes both. The Federation of Canadian Municipalities (FCM), in its proposals for a National Strategy on Housing, indicated that funding to municipalities would be contingent on the development of a local housing strategy.⁶⁹²

It should be noted that in more than one city, there have been multiple strategies, focussed on housing or homelessness or both. For this report, the City's activity has been identified in either the housing or homelessness section depending on which seemed to dominate their plan(s).

Montreal

One of the first goals established in the City of Montreal's Master Plan is to encourage the construction of "60,000 to 75,000 housing units between 2004 and 2014," and to provide high-quality living environments.⁶⁹³ The City's housing strategy, contained within the Master Plan, identified three goals: "a balanced residential supply, improved housing conditions and living environments and residential development."⁶⁹⁴

The focus of the residential supply goal was on affordability and the actions necessary to achieve it. The plan described it as follows:

Access to the rental housing market posed challenges for certain types of households, including those with low incomes, newcomers and large families. Current price levels and the evolving housing supply have also made it increasingly difficult for low-income households to buy their first home. In response to these problems, the City deployed a strategy for affordable housing, which included

⁶⁹² Federation of Canadian Municipalities, "Toward a National Housing Strategy for Canada: Working Paper," 2000, http://action.web.ca/home/housing/resources.shtml?x=67139&AA_EX_Session=292486894e02c760ab7c35b307566c18. Accessed 24 April 2009.

⁶⁹³ City of Montreal, "Summary of the Master Plan's goals, objectives and actions," *Montreal Master Plan*, November 2004, http://ville.montreal.qc.ca/pls/portal/docs/page/plan_urbanisme_en/media/documents/041123_orientations_en.pdf. Accessed 5 May 2009.

⁶⁹⁴ City of Montreal, *Master Plan*, January 2005, p. 12, http://ville.montreal.qc.ca/pls/portal/docs/page/plan_urbanisme_en/media/documents/061030_2_1_en.pdf. Accessed 5 May 2009.

subsidies and programs designed to ease access to property ownership as well as incentives and regulatory measures to ensure social diversity within major real estate projects.⁶⁹⁵

While the document refers to the need for partnerships, no federal agency was listed among the partners needed to achieve these goals.

The particular measures referred to took the form of an Inclusionary Housing Strategy, financial support for building community-based affordable social housing, and a program offering financial aid to first-time home-buyers.⁶⁹⁶

The Inclusionary Housing Strategy established the goals that 15% of all new housing units be affordable and that 15% be built by the community and social sectors.⁶⁹⁷ The seven major components of the strategy are:

- optimization of current housing subsidy programs;
- use of municipally owned land;
- securing the partnership of “major public property owners”;
- full use of regulatory and planning tools;
- adaptation of the city’s service delivery model;
- research, development and communication activities;
- and monitoring implementation.⁶⁹⁸

While the report acknowledged the contribution of the federal government to programs essential to implementation of this report, there were no specific actions or funding requirements of the federal government.

In a report updating progress on this strategy, City staff told the Canadian Housing and Renewal Association conference that significant progress had been made in the first two years of the strategy, including more than 2,000 social and community-based housing units, and almost 40% of new housing construction were “affordable.”⁶⁹⁹

⁶⁹⁵ Ibid.

⁶⁹⁶ Ville de Montreal, “Stratégie municipale en habitation,” http://ville.montreal.qc.ca/portal/page?_pageid=4977,15933590&_dad=portal&_schema=PORTAL. Accessed 5 May 2009.

⁶⁹⁷ City of Montreal, “Inclusion of Affordable Housing in New Residential Projects,” http://ville.montreal.qc.ca/portal/page?_pageid=5097,16433629&_dad=portal&_schema=PORTAL. Accessed 5 May 2009.

⁶⁹⁸ City of Montreal, “Strategy for the inclusion of affordable housing in new residential projects,” 2006, p. 14, https://servicesenligne2.ville.montreal.qc.ca/sel/publications/PorteAccesTelechargement?lng=Fr&systemName=7757558&client=Serv_corp. Accessed 5 May 2009.

⁶⁹⁹ City of Montreal, “Montréal’s inclusionary housing strategy: A progress report,” a presentation to Canadian Housing and Renewal Association conference, April 2008, Slide 5, http://ville.montreal.qc.ca/pls/portal/docs/page/habiter_v2_fr/media/documents/presentation_achru_vancouver_2008.pdf. Accessed 5 May 2009.

The City of Montreal also adopted a four-year strategy to subsidize the construction of 5,000 affordable units and to “intervene” with respect to an addition 10,000 units in private ownership.⁷⁰⁰ Funding was anticipated from all levels of government,⁷⁰¹ yet the federal government was not identified as a “partner” in the program.⁷⁰²

Finally, an Urban Housing for Families program has been initiated, as a “major commitments towards the ‘Grandir à Montréal’ family policy and the 2008-2012 family action plan.” Under this program, a call for proposals was issued to developers to develop more family-friendly designs and layouts, located near family-friendly services. The City’s website had not provided information about successful proposals at the time of writing.

Edmonton

Edmonton’s involvement in housing and homelessness issues at the local level dates back to 1999, when its first Task Force on Homelessness reported; its first task force on housing came four years later.⁷⁰³ With progress on both fronts reported to Council over the years, continued interest resulted in three more recent plans of interest to the Committee.

By 2000, to qualify for funding under the National Homelessness Initiative, the Edmonton Joint Planning Committee on Housing had formed, and reported with a 2000-2003 community plan,⁷⁰⁴ supported by City staff. This report called for extensive investment, totalling nearly \$50 million,⁷⁰⁵ to address the needs for emergency, transitional and supportive housing (all part of the “continuum of housing” being proposed in connection with the federal initiative). Of that amount, almost \$12 million was expected to come from federal sources.⁷⁰⁶

While there were no specific recommendations directed to the federal government, the assignment of non-financial responsibility for various elements of the plan included federal departments and agencies: Human Resources Development Canada, CMHC, INAC, and Corrections Canada.

A year later, the City of Edmonton articulated its own “Low-Income and Special Needs Housing Strategy, 2001–2011,” based on five principles with respect to access to housing, municipal co-ordination, stakeholder consultation, program delivery, and shared funding responsibility. In particular, the report called on federal and provincial funds “to provide a sufficient supply of housing units that is both physically adequate and affordable to low-income households [and] adequate household incomes and necessary support services.”⁷⁰⁷ In articulating its strategies,

⁷⁰⁰ City of Montreal, “Opération 15 000 logements,” http://ville.montreal.qc.ca/portal/page?_dad=portal&_pageid=5097,16335565&_schema=PORTAL. Accessed 5 May 2009.

⁷⁰¹ Ibid.

⁷⁰² City of Montreal, “Opération 15 000 logements: Partners,” http://ville.montreal.qc.ca/portal/page?_pageid=5097,16347655&_dad=portal&_schema=PORTAL. Accessed 5 May 2009.

⁷⁰³ City of Edmonton Community Services Department, “Affordable Housing Update,” 14 December 2004, p. 2, <http://webdocs.edmonton.ca/OcctopusDocs/Public/Complete/REPORTS/CC/Elected-1995/2005-07-05/2005CLR002att2.doc>. Accessed 5 May 2009.

⁷⁰⁴ Edmonton Joint Planning Committee on Housing, “Edmonton Community Plan on Homelessness, 2002–2003,” November 2000.

⁷⁰⁵ Ibid., p. 72.

⁷⁰⁶ Ibid., p. 41.

⁷⁰⁷ City of Edmonton, “Building Together: The City of Edmonton Low-Income and Special Needs Housing Strategy 2001–2011 – Principles and Strategy Statements,” 2002, p. 3, <http://www.edmonton.ca/CommPeople/BuildingTogether.pdf>. Accessed 5 May 2009.

particularly with respect to increased access to appropriate, affordable housing, the report again highlighted the importance of provincial and federal involvement in “legislation, policy and funding to meet priority identified housing and homeless needs.”⁷⁰⁸

The following year, a Task Force on Affordable Housing, chaired by the Mayor, released its background report, which focussed on options to encourage the construction of new rental housing at any rent level, and measures to encourage an increase in the supply of affordable rental units.⁷⁰⁹ Written in the context of bilateral federal-provincial housing agreements that were part of the Affordable Housing Partnership Initiative, the report indicated that the implementation of its shorter term recommendations would rely on this funding. The report also identified fees and charges on rental construction as a significant barrier to an adequate rental housing supply, of which almost half were attributed to the federal Goods and Services Tax and mortgage insurance fees imposed by Canada Mortgage and Housing Corporation.⁷¹⁰

In particular, the report endorsed and repeated recommendations to the federal government made earlier by an Ontario working group, calling on the federal government to amend tax policy and programs with respect to the Goods and Services Tax (GST) and treatment of capital gains.⁷¹¹

In 2005, the Edmonton Joint Planning Committee on Housing, authors of the first homelessness strategy, released a report intended to address homelessness, housing and support service needs in Edmonton to 2009. The report presented detailed research on current and projected needs with respect to these three areas, and prioritized the gaps identified: meeting short-term, then long-term housing needs, and to put prevention programs in place.⁷¹²

In addition to the federal-provincial initiatives with respect to housing at the time, the report called for funding from the Urban Aboriginal Strategy, Urban Aboriginal Homelessness program, and other elements of the National Housing Initiative.⁷¹³

In 2005, the City Council of Edmonton passed “Cornerstones: Edmonton’s Plan for Affordable Housing, 2006–2011,” calling for collaboration among all levels of government and other community partners to increase income and supports for those in need of emergency and transitional shelter, and to develop 2,500 new units of long-term housing.⁷¹⁴ The City was committed to playing an advocacy role with federal and provincial governments for income and supports, and was to play a more active role in meeting the housing targets.⁷¹⁵

⁷⁰⁸ *Ibid.*, p. 4.

⁷⁰⁹ Edmonton Task Force on Affordable Housing, “Improving Opportunities for Affordable Housing in Edmonton,” City of Edmonton, February 2003, p. ii, http://www.edmonton.ca/for_residents/CommPeople/ETFAHBackground.pdf. Accessed 5 May 2009.

⁷¹⁰ *Ibid.*, p. 7.

⁷¹¹ *Ibid.*, p. 9.

⁷¹² Edmonton Joint Planning Committee on Housing, “Community Plan: Edmonton Community Plan on Housing and Support Services: 2005–2009,” January 2005, p. 19, [http://intraspec.ca/Edmonton_CommunityPlan\(web\).pdf](http://intraspec.ca/Edmonton_CommunityPlan(web).pdf). Accessed 5 May 2009.

⁷¹³ *Ibid.*, p. 31.

⁷¹⁴ City of Edmonton, “Cornerstones: Edmonton’s Plan for Affordable Housing, 2006–2011,” approved by Council 19 July 2005, p. 1. Provide by Edmonton City Clerk’s Office, 5 May 2009.

⁷¹⁵ *Ibid.*, p. 4.

To implement this plan, the City established a number of grant programs, each with a specific focus: building long-term affordable housing, purchase of existing stock for affordable housing, a municipal fee rebate to offset some of the costs of developing affordable housing, the development of secondary suites, or the piloting of rent supplement programs.⁷¹⁶

In January 2009, the Edmonton Committee to End Homelessness released its 10-year plan to end homelessness in Edmonton. The Committee included members of City staff, along with community and business leaders, local agencies, City councillors, provincial officials and faith communities.⁷¹⁷ Its committees included federal officials as well.⁷¹⁸

Its five goals were to provide permanent housing options for people living on the streets, ensure an adequate supply of affordable housing, ensure supply of emergency accommodation, prevent homelessness, and establish a governance and implementation process for the plan.⁷¹⁹ As with the plans that preceded it, this plan called for provincial and federal policy and funding commitments to allow both short- and longer term goals to be achieved.⁷²⁰ No other specific requirements or recommendations to the federal government were included.

Homelessness Strategies

While federal funding for homelessness required the development of local homelessness plans, this section provides more detail on some that have gone far beyond the minimum program requirements.

Calgary

In Calgary, for example, a community-based, multi-sectoral Committee to End Homelessness unveiled its 10-year plan to end homelessness, and created the Foundation that would be responsible for its implementation.⁷²¹

The plan draws on ideas and programs that were field-tested, evidence-based, and incorporated into similar 10-year plans in such US cities as New York, Portland and Denver. With early and strong support from the City of Calgary,⁷²² the plan followed the “Housing First” model by creating “affordable housing opportunities” and ensuring that the necessary supports are in place.⁷²³

The vision behind the plan was described by the Committee to End Homelessness was defined in the plan:

⁷¹⁶ City of Edmonton, “Cornerstones,”

http://www.edmonton.ca/for_residents/emergency_services/cornerstones.aspx. Accessed 5 May 2009.

⁷¹⁷ Edmonton Committee to End Homelessness, “A Place to Call Home: Edmonton’s 10-Year Plan to End Homelessness,” January 2009, pp. 4–5, http://www.edmontonhomelessness.com/docs/report_NoSpreads_ForWebDownload_jan26-2009.pdf. Accessed 5 May 2009.

⁷¹⁸ *Ibid.*, pp. 66–67.

⁷¹⁹ *Ibid.*, p. 9.

⁷²⁰ *Ibid.*, p. 47.

⁷²¹ Calgary Committee to End Homelessness, Calgary’s 10-Year Plan to End Homelessness, January 2008, <http://www.calgaryhomeless.com/files/pdf/Calgary's%2010%20Year%20Plan.pdf>. Accessed 27 April 2009.

⁷²² “Homelessness: From Prevention to Cure – A 10-Year Plan to End Homelessness in Calgary,” City of Calgary website, http://www.calgary.ca/portal/server.pt/gateway/PTARGS_0_2_428245_0_0_18/Homelessness+From+Prevention+to+Cure+.htm. Accessed 4 May 2009.

⁷²³ Calgary Committee to End Homelessness Calgary’s 10 Year Plan to End Homelessness, p. 7.

*[B]y the year 2018 all people facing homelessness in Calgary will have access to safe, decent and affordable housing as well as the resources and supports necessary to sustain that housing. Our aim is to deliver a plan that will not only end homelessness, but do so by the most economically efficient means possible.*⁷²⁴

The plan set a target to create 11,000 affordable units within 10 years:

- Specific targets were to: eliminate family homelessness in two years;
- retire 50% of Calgary's emergency shelter beds within five years;
- achieve an 85% reduction in the chronic homeless population within five years;
- complete elimination of chronic homelessness in seven years; and
- reduce the maximum average stay in emergency shelters to less than seven days by the end of 2018.⁷²⁵

Its mechanisms included the creation of affordable housing units, which allowed for the creation of secondary suites and student housing.⁷²⁶

The Committee estimated that at the current growth rate in the homeless population, the cost of “managing” homelessness would be a total of \$9 million over the next decade. With early investment and direct and indirect savings, the plan was predicted to achieve cumulative cost savings of \$3.6 million by the end of 10 years.⁷²⁷

The report included specific public policy recommendations to the federal government, including the need for longer term funding commitments and the development of tax incentives for rental construction. The Calgary Homeless Foundation expected to work with local experts, the City of Calgary and the Government of Alberta to develop specific recommendations on these tax policy ideas.

The Calgary Homelessness Foundation reported in January 2009 on progress to date, noting that “Approximately 1,100 potential affordable housing units in various stages of development have been identified as of the end of the third quarter.”⁷²⁸

The City of Calgary itself, in a homelessness strategy approved by Council four years earlier, held all three governments responsible for homelessness, and chose to focus its efforts on prevention.⁷²⁹

⁷²⁴ Ibid., p. 5.

⁷²⁵ Ibid.

⁷²⁶ City of Calgary, 2008 Annual Report, 31 December 2008, http://www.calgary.ca/docgallery/bu/finance/reports/2008/annual_report_2008.pdf. Accessed 1 May 2009.

⁷²⁷ Calgary Committee to End Homelessness.

⁷²⁸ Calgary Homelessness Foundation, “Third quarter 2008 ends with more achievements on ending homelessness,” *News Release*, 29 January 2009, p. 7, http://www.calgaryhomeless.com/files/pdf/NR_QR3_Jan%2029%2009%20FINAL.pdf. Accessed 27 April 2009.

⁷²⁹ City of Calgary, “Homelessness Strategy (Policy),” 1 September 2004, http://www.calgary.ca/docgallery/bu/cns/homelessness/cc_homelessness_strategy-04.pdf. Accessed 4 May 2009.

Vancouver

Vancouver is governed by both the City of Vancouver and Metro Vancouver, each of which has been involved in developing local strategies, the former with respect to homelessness in 2005, and the latter with respect to homelessness in 2001 (updated in 2003) and affordable housing, in 2007.

To take them in chronological order, the Regional Homelessness Plan for Greater Vancouver emerged from a multi-sectoral committee that included government, community organizations and service agencies was developed in the context of the federal government's National Homelessness Initiative, and in particular, the Supporting Community Partnerships Initiative (SCPI).⁷³⁰ In keeping with SCPI frameworks at that time, the plan focussed on the continuum of supports for people who were homeless and on the streets, from emergency to transitional to supportive to independent housing.⁷³¹ It was based on three key elements: affordable housing, adequate income, and support services.⁷³²

The 2003 update to the regional plan reported considerable progress:

*During the past three years, a total of 76 projects received funding through the various SCPI processes. Most projects developed partnerships with other funders so that the total amount of SCPI funding was almost doubled by the end of the first three years. In total, over \$30 million in SCPI funding was distributed through the Regional, Aboriginal and Youth homelessness planning processes. An additional \$22 million was contributed by other funders, including provincial and municipal governments, health authorities, Canada Mortgage and Housing Corporation, private foundations, and others.*⁷³³

Its specific goals remained unchanged: enhanced continuum of housing and support; creation and maintenance of a continuum of housing; promotion of income adequacy for households; promotion of support services delivery; and support for sub-regions in the greater Vancouver area to meet local needs.⁷³⁴ The analysis in the report identified gaps in particular sub-populations, and in sub-regions, including the City of Vancouver.

Following a street homelessness count in 2005, Vancouver City Council asked staff to develop a homelessness action plan, "to identify actions which the City, other levels of government, the community, and business can take to address homelessness."⁷³⁵ In April of that year, Council passed a plan that the changes needed to house the "street homeless," and to reduce the number of people at risk of becoming homeless.

The plan identified the same three components flagged in the regional plan: income, housing, and support services. In particular, a key priority was identified for each of these components:

⁷³⁰ Social Planning and Research Council (SPARC) of British Columbia, "3 Ways Home: Regional Homelessness Plan for Greater Vancouver – Update: 2003," p. 4, <http://ir.lib.sfu.ca/retrieve/3616/Chodarr0263.pdf>. Accessed 4 May 2009.

⁷³¹ *Ibid.*, pp. 16–17.

⁷³² *Ibid.*, p. 15.

⁷³³ *Ibid.*, p. 8.

⁷³⁴ *Ibid.*, p. 18.

⁷³⁵ Michelle Patterson and Julian Somers, *Housing and Support for Adults with Severe Addictions and/or Mental Illness in British Columbia*, Centre for Applied Research in Mental Health & Addiction, October 2007, p. 27, http://www.health.gov.bc.ca/library/publications/year/2007/Housing_Support_for_MHA_Adults.pdf. Accessed 4 May 2009.

- Its income-related priority was to reduce barriers to reducing barriers to accessing welfare by homeless people;
- Its housing-related priority was to develop 3,200 units of supported housing; and
- Its support services priority was to increase addiction and mental health services.⁷³⁶

Its 86 recommendations stemming from these priorities, if implemented, were expected “to eliminate homelessness in 10 years.”⁷³⁷

In November 2007, Metro Vancouver approved its Affordable Housing Strategy, which identified “critical housing challenges”: demand for affordable rental and ownership housing, low vacancy rates, low levels of new rental housing supply, loss of existing rental housing units, an increasing socioeconomic gap between tenants and owners, and “an increasing incidence and duration in homelessness across the region.”⁷³⁸

Its goals were to: “Increase the supply and diversity of modest cost housing; ... eliminate homelessness across the region; ... [and] meet the needs of low income renters.”⁷³⁹ Each was matched with specific objectives and strategies, to include specific applications of fiscal actions, regulatory actions, education and advocacy, and direct service provision. Finally, under each objective were listed actions to be taken by Metro Vancouver, municipalities within the region, the provincial government and the federal government. These are listed below, under related objectives.

With respect to increasing the supply and range of “modest-cost housing,” recommendations for the federal government were to respond to FCM’s call for a National Affordable Housing Strategy, and, where possible and appropriate to the local planning context, to make federally-owned land available for affordable housing development.⁷⁴⁰

With respect to eliminating homelessness across the region, the report called on the federal government to continue to provide financial support, at increased levels, to address homelessness.⁷⁴¹

Finally, in December 2008, the City of Vancouver put in place a Homeless Emergency Action Team (HEAT), chaired by the Mayor, with a 90-day timeline, “to identify immediate action steps that the City and its partners can take to get street homeless off the street and into safe and secure shelter over the winter.”⁷⁴² This team focussed on finding facilities that could be opened temporarily on an emergency basis to shelter people who were homeless. This initiative was jointly funded by the municipal and provincial governments, churches and private foundations.

⁷³⁶ City of Vancouver Housing Centre, *Homelessness Action Plan*, City of Vancouver, 2005, pp. 6–7, <http://intraspec.ca/hap05jun.pdf>. Accessed 4 May 2009.

⁷³⁷ Pateron and Somers (2007), p. 28.

⁷³⁸ Metro Vancouver, *Affordable Housing Strategy*, 2007, p. 1, <http://www.metrovancouver.org/planning/development/housingdiversity/AffordableHousingStrategyDocs/AdoptedMetroVancAffordHousStrategyNov302007.pdf>. Accessed 23 April 2009.

⁷³⁹ *Ibid.*, p. 3.

⁷⁴⁰ *Ibid.*, p. 5.

⁷⁴¹ *Ibid.*, p. 7.

⁷⁴² City of Vancouver, “Update on Homeless Emergency Action Team (HEAT),” January 2009, http://vancouver.ca/heat/mayors_update_jan22_2009.htm. Accessed 4 May 2009. Information about this program is from this source, unless otherwise noted.

These shelter beds were tentatively scheduled to close at the end of March 2009, though funding was available for an additional month if needed; since then, funding was extended to June 2009.⁷⁴³ In April, 2009, the City of Vancouver considered and approved an “Interim Housing Plan to Reduce Homelessness: Strategic Partnership Proposal City-Province-Private Sector.” This plan set a target of 550 additional interim housing units for next winter, calling on the provincial government to fund just over half of the costs, with the City and private funding accounting for the remainder of the more than \$50 million budget.⁷⁴⁴

To meet the needs of low-income renters, Metro’s Affordable Housing Strategy called on the federal government to encourage development of rental housing through tax treatment, to increase funding, and to enhance RRAP to improve access to funds.⁷⁴⁵

Toronto

The City of Toronto established its Street to Home plan at a February 2005 Council meeting, with a goal to “help ... homeless people living outdoors to get a safer place to sleep and find long-term housing.”⁷⁴⁶ By 2007, the plan was being described as “Toronto’s plan to end street homelessness.”⁷⁴⁷ As the Committee heard in spring 2008, this plan is also based on a “housing first” approach, and its 2007 post-occupancy survey of former beneficiaries of this plan showed remarkably positive results:

The findings provided detailed evidence that homeless individuals housed directly from the street could maintain their housing with the appropriate supports in place, and also provided client perspectives on the housing process, the supports they receive, and changes in a variety of quality of life indicators. The findings demonstrated that the vast majority were satisfied with their housing and had seen improvements in nearly all quality of life indicators. The study also showed that while individuals faced challenges in making the transition from the streets to housing, the follow-up supports offered by Streets to Homes were helping people to keep their housing.⁷⁴⁸

While a second analysis of the survey results suggests that the results were overstated in this report, it did not discount the overall positive results.⁷⁴⁹

Later in 2008, Streets to Homes was recognized by CMHC as one of the “promising practices” with respect to affordable housing.⁷⁵⁰

⁷⁴³ City of Vancouver, “Interim Housing Plan to Reduce Homelessness: Strategic Partnership Proposal City-Province-Private Sector,” a presentation to City Council, 7 April 2009, Slide 4, <http://vancouver.ca/commsvcs/housing/pdf/09apr7interimhousingplan.pdf>. Accessed 4 May 2009.

⁷⁴⁴ Ibid., Slide 11.

⁷⁴⁵ Metro Vancouver, p. 9.

⁷⁴⁶ City of Toronto City Clerk, “From the Street into Homes: A Strategy to Assist Homeless Persons Find Permanent Housing,” passed by City Council February 2005, http://www.toronto.ca/housing/pdf/2005_02-001_pfc_screen.pdf. Accessed 4 May 2009.

⁷⁴⁷ Toronto Shelter, Support and Housing Administration, “Home is where it starts,” Brochure on Streets to Homes program, 2007, <http://intraspec.ca/s2h-brochure.pdf>. Accessed 4 May 2009.

⁷⁴⁸ Laurel Raine and Tricia Marcellin, *What Housing First Means for People: Results of Streets to Homes 2007 Post-Occupancy Survey*, Toronto Shelter, Support and Housing Administration, p. 1, <http://www.toronto.ca/housing/pdf/results07postocc.pdf>. Accessed 4 May 2009.

⁷⁴⁹ Nick Falvo, “Homelessness, Program Responses and an Assessment of Toronto’s Streets to Homes Program,” Canadian Policy Research Networks, 2009.

Ottawa

The City of Ottawa's first action plan on homelessness was developed in 1999, with a goal to end homelessness.⁷⁵¹ It was succeeded by a plan for 2002-2005,⁷⁵² with progress reported on that plan in the subsequent plan, to cover 2005-2008.⁷⁵³ For example, the 2005 report identified achievements in the previous three years that included the construction of more than 300 new low-income units (including with SCPI funding), the development of a Housing Loss Prevention Network, and improved collaboration among city agencies with respect to homelessness.⁷⁵⁴ In addition to acknowledging the City's commitment to developing a housing strategy,⁷⁵⁵ the 2005-2008 plan called on the City to "advocate with federal and provincial governments for better social housing, immigration, health and income support policies to prevent and resolve homelessness."⁷⁵⁶

The promised housing strategy, launched in September 2007, established three broad directions consistent with broader policy goals of the City: "building healthy, inclusive, sustainable communities; promoting and preserving affordable housing; [and] meeting the need for supports to housing."⁷⁵⁷ In addition,

*Each of the three Directions is supported by strategic statements. These Strategies indicate which actions will be prioritized in implementing the City Housing Strategy.*⁷⁵⁸

While the recommendations were directed mostly to municipal governments and other local stakeholders, the report highlighted the importance of funding from provincial and federal governments.⁷⁵⁹

The report recommended to federal and provincial governments "a more comprehensive, integrated framework of public policies, programs and tools that promotes local control over policy development and implementation,"⁷⁶⁰ and outlined specifics for the federal government, including improved tax treatment of expenditures on rental construction, extended time-lines on funding, and making RRAP a permanent program.⁷⁶¹

⁷⁵⁰ City of Toronto, "Streets to Homes innovation honoured by national housing agency," *News release*, 4 November 2008, <http://wx.toronto.ca/inter/it/newsrel.nsf/7017df2f20edbe2885256619004e428e/ef1bba120bc75055852574f7005b9f91?OpenDocument>. Accessed 4 May 2009.

⁷⁵¹ Joyce Potter, et. al., "Priority on People: Ottawa's 2006-2008 Community Action Plan on Homelessness to create 'A City Without Homelessness'," prepared for the Community Capacity Building Team, November 2005, p. 3, http://www.ottawa.ca/residents/housing/homelessness/action_plan/homelessness_en.pdf. Accessed 4 May 2009.

⁷⁵² City of Ottawa, "Affordable Housing Strategy," Report to Health, Recreation and Social Services Committee, January 2002, <http://ottawa.ca/calendar/ottawa/citycouncil/hrssc/2002/02-21/ACS2002-PE0-HOU-0001.htm>. Accessed 4 May 2009.

⁷⁵³ Potter, et. al., p. 17.

⁷⁵⁴ *Ibid.*, pp. 17-18.

⁷⁵⁵ *Ibid.*, p. 17.

⁷⁵⁶ *Ibid.*, p. 37.

⁷⁵⁷ City of Ottawa, *City Housing Strategy: 2007 to 2012*, September 2007, p. iv, http://www.ottawa.ca/residents/housing/housing_strategy/strategy_overview_en.html. Accessed 23 April 2009.

⁷⁵⁸ City of Ottawa, "Overview of the City Housing Strategy," *City Housing Strategy 2007 to 2012*.

⁷⁵⁹ *Ibid.*, p. 27.

⁷⁶⁰ *Ibid.*, p. 39.

⁷⁶¹ *Ibid.*, pp. 39-40.

Additional more general recommendations called on the federal government to provide “sustained and sufficient funding” for both housing and housing supports, and allowance for increased local flexibility.

Appendix 6 – List of recommendations

Recommendation 1

The Committee recommends that the federal government adopt as a core social policy poverty eradication goal that all programmes dealing with poverty and homelessness are to lift Canadians out of poverty rather than make living within poverty more manageable and that the federal government work with the provinces and territories to adopt a similar goal.

Recommendation 2

The Committee recommends that provincial governments increase current limits on assets for qualifying applicants for the first six to 12 months, to allow those relying on social assistance for short periods of time to retain the assets they need to re-engage in the labour force and regain their economic footing.

Recommendation 3

The Committee recommends that federal government modify all federal income security programs, e.g., Employment Insurance, to better protect Canadians in low-income households who experience short-term gaps in income.

Recommendation 4

The Committee recommends that the federal government establish with the provinces a goal that individuals and families, regardless of the reasons for their need, receive incomes totaling at least after-tax LICOs.

Recommendation 5

The Committee recommends that the federal government publish a Green Paper by 31 December 2010, to include the costs and benefits of current practices with respect to income supports and of options to reduce and eliminate poverty, including a basic annual income based on a negative income tax, and to include a detailed assessment of completed pilot projects on a basic income in New Brunswick and Manitoba.

Recommendation 6

To demonstrate a federal commitment to adequate minimum wages, the Committee recommends that the federal government reinstate a federal minimum wage at \$10/hour, indexed to the Consumer Price Index, and that suppliers of goods and services to the federal government be required to pay its employees at least that amount.

Recommendation 7

The Committee recommends that the federal government develop a new program to insure against income losses due to long-term employment interruption that covers those who are not included under the Employment Insurance Act.

Recommendation 8

The Committee recommends that the federal government amend the *Employment Insurance Act* to provide benefits for a longer period to workers who become unemployed after a long attachment to the workforce, and that the longer benefit period not be based solely on regional unemployment rates.

Recommendation 9

The Committee recommends that the two-week waiting period for Employment Insurance benefits be removed for people who are taking compassionate or parental leave funded through the EI program.

Recommendation 10

The Committee recommends that the federal government re-engineer the Employment Insurance program to allow adjustments to anticipated economic downturns, rather than be based solely on recent but past experience.

Recommendation 11

The Committee recommends that the federal government amend the EI program to extend its parental insurance benefits to self-employed individuals, with premiums assessed similar to those being paid by employees who access this benefit.

Recommendation 12

The Committee recommends that the federal government expand EI sickness benefits over time to 50 weeks, to provide appropriate support for eligible beneficiaries experiencing medium-term illnesses or disabilities.

Recommendation 13

The Committee recommends that the federal government include reinstatement of experience rating for consideration in any redesign or substantial modification to the EI program.

Recommendation 14

The Committee recommends that the federal government make EI-funded training available to those who have contributed to the EI fund over time, but are not eligible for benefits.

Recommendation 15

The Committee recommends that the federal government permit the inclusion of advanced language training and training that could equip those with credentials from other countries to qualify for Canadian recognition be permitted within training funded through the EI program.

Recommendation 16

The Committee recommends that the federal government coordinate a nationwide federal/provincial initiative on early childhood learning.

Recommendation 17

The Committee recommends that federal funding programs and allocations emphasize and support initiatives that keep disadvantaged youth enrolled and engaged in schools, including effective counselling, after-school programs, homework clubs, and youth centres.

Recommendation 18

The Committee recommends that the federal government, in conjunction with the Council of Ministers of Education, encourage and support actions to reduce the drop-out rate, including the establishment of targets and time-lines, with regular reporting on progress.

Recommendation 19

The Committee recommends that federal government, in conjunction with the Council of Ministers of Education, encourage and support actions to reduce the drop-out rates among Aboriginal

students, on-reserve or off-reserve, including the establishment of targets and time-lines, with regular reporting on progress.

Recommendation 20

The Committee recommends that the federal government monitor and report on new post-secondary student aid programs, including comparisons with affordability and debt load results of the programs that have been replaced.

Recommendation 21

To redress the under-representation of low-income people from some groups, e.g., Aboriginal people and people with disabilities, among students in post-secondary education, the Committee recommends that the federal government offer additional tax support for post-secondary education targeted to these students and their families.

Recommendation 22

The Committee recommends that the federal government sustain strong financial support for adult and family literacy programs, with a special priority given to groups over-represented among high-school non-completers.

Recommendation 23

The Committee recommends that federal and provincial governments collectively amend existing income security programs to provide secure funding to training participants for long enough periods to ensure opportunities for secure employment at adequate incomes.

Recommendation 24

The Committee recommends that the federal government set aside a fixed percentage of training positions (to match the percentage established for federal employment equity targets) for persons with disabilities in all renewing and new labour market agreements.

Recommendation 25

The Committee recommends that the federal government explicitly identify immigrants as a population to be targeted in training programs, including training to reduce language and other barriers to the labour market in all renewing and new labour market agreements.

Recommendation 26

In recognition of poverty's effect on health, the Committee recommends that the federal government instruct its central agencies to allocate resources to prevent and address negative health outcomes associated with poverty and unemployment.

Recommendation 27

The Committee recommends that the federal government work with provincial and territorial governments and appropriate other stakeholders to develop a national pharmacare program, building on progress underway in some provinces.

Recommendation 28

Recognizing the importance of local contexts with respect to identifying and implementing programs to reduce poverty, the Committee recommends that federal policy initiatives seek and support local voluntary sector and municipal agencies as active partners in design and delivery of federal government initiatives at the community level.

Recommendation 29

To facilitate support for local approaches and solutions to complex social and economic problems, the Committee recommends that the federal government explore and implement additional Urban Development Agreements among federal, provincial and municipal governments, in concert with community-identified leaders and priorities.

Recommendation 30

The Committee recommends that the federal government establish a fund to allow groups over-represented among the persistently low-income to have legal representation in law reform cases with respect to their human rights.

Recommendation 31

In recognition of both Canadian obligations under international human rights law, and their importance in claiming access to appropriate programs and services, the Committee recommends that the federal government explicitly cite international obligations ratified by Canada in any new federal legislation or legislative amendments relevant to poverty, housing and homelessness.

Recommendation 32

The Committee recommends that the federal government analyze gender-based differences in benefits to men and women when designing and implementing new tax measures.

Recommendation 33

The Committee recommends that the federal government increase the Guaranteed Income Supplement for seniors to ensure that economic households are not below the poverty line as defined by the low income cut-off levels, and that intergovernmental collaboration ensure that such increases do not result in the loss of eligibility for provincial/territorial subsidies or services for seniors.

Recommendation 34

Recognizing the important contribution the National Child Benefit (NCB) can make to reducing child poverty, the Committee recommends that the NCB be raised, incrementally and predictably, to reach \$5,000 (in 2009 dollars) by 2012.

Recommendation 35

The Committee recommends that the federal government commit to a schedule of longer term planned increases to the Working Income Tax Benefit to bring recipients at least to the LICO line.

Recommendation 36

The Committee recommends that just as the federal government invests in "shovel-ready" physical infrastructure to combat recession with their provincial counterparts, so too should "shovel-ready" social infrastructure be targeted for investment, specifically housing, income security, and social agencies, whose ability to serve can be quickly enhanced through increased and accelerated investment in the Canada Social Transfer.

Recommendation 37

The Committee recommends that the federal government provide sustained and adequate funding through the Affordable Housing Initiative to increase the supply of affordable housing.

Recommendation 38

The Committee recommends that the federal government issue a White Paper on tax measures to support construction of rental housing in general and affordable rental housing in particular, including the donation of funds, lands or buildings for low-income housing provision.

Recommendation 39

The Committee recommends that the federal government clarify the mandate of Canada Lands Corporation to favour use of surplus federal lands for development of affordable housing and to expedite planning processes to facilitate this use.

Recommendation 40

The Committee recommends that the federal government support the work of local and provincial non-profit housing developers by making housing programs longer term to accommodate five-year development cycles and ten-year planning cycles, and to permit more effective planning at the local and provincial levels.

Recommendation 41

To assist tenants facing discrimination in housing, the Committee recommends the explicit identification of civil legal aid as an element to be supported by the Canada Social Transfer.

Recommendation 42

The Committee recommends that the federal government extend the Residential Rehabilitation Assistance Program as a permanent program, increase the budget allocations for this program, and amend eligibility requirements to take into account differential costs for repairs in different communities across Canada, and projects converting housing units for affordable rental accommodation.

Recommendation 43

The Committee supports the use of rent supplements to provide faster access to affordable housing and recommends that the federal government, with provincial housing authorities, private landlords' associations and non-profit housing providers, assess the impact of portable housing allowances on rents.

Recommendation 44

The Committee recommends that the federal government, in collaboration with provincial governments, representatives of municipal governments, First Nation organizations, and other housing providers, develop a national housing and homelessness strategy to include:

- priorities established by and for each provincial and territory with respect to meeting existing needs for affordable and secure housing;
- a 10-year commitment of funds from the federal government, to include similar commitments from provincial and territorial governments that will receive these funds;
- annual reporting on how the money is being spent, with particular attention to the number of people housed who could not afford to secure housing in the private market;
- a specific focus, with targets and funding commitments, with respect to meeting the needs for affordable housing for urban Aboriginal peoples;
- a simpler, more integrated application process for funds, cutting across programs related to housing funded at the federal level;

- the integration of the Homelessness Partnering Initiative, with an expanded mandate and budget to support combined local housing and homelessness plans and the initiatives identified in them; and
- a thorough evaluation at the end of the 10-year period to assess achievements and continuing gaps.

Recommendation 45

The Committee recommends that federal funding focussed on homelessness be sustained until a combined strategy on housing and homelessness is developed to guide federal investment.

Recommendation 46

The Committee recommends that the federal government, with provincial and territorial governments and health researchers across Canada, provide funding for physical health services for people who are homeless.

Recommendation 47

The Committee recommends that the Homelessness Partnering Strategy be expanded to play a greater coordinating role within the federal government, engaging all departments and agencies with a mandate that includes housing and homelessness, especially for those groups over-represented among those in need.

Recommendation 48

The Committee recommends that the federal government provide financial incentives to encourage communities already supported through the Homelessness Partnering Strategy to use a 10-year time horizon in adjusting and renewing their community plans.

Recommendation 49

The Committee recommends that the federal government continue to provide direct funding for and continued support of related research and knowledge dissemination about a “housing first” approach to eliminating homelessness.

Recommendation 50

The Committee recommends that the federal government, at the next meeting of the Federal-Provincial-Territorial Ministers of Labour, take a leadership role in encouraging a harmonization of provincial and territorial workers’ compensation programs.

Recommendation 51

The Committee recognizes the importance of support services for persons with disabilities entering jobs, and that these supports are often lost when employment earnings begin. Therefore, the Committee recommends that provincial and territorial governments extend these supports for up to 12 months following employment to persons with disabilities leaving social assistance, and that these governments negotiate with employers to provide these supports indefinitely for those earning low incomes.

Recommendation 52

The Committee recommends that the Government make the Disability Tax Credit refundable.

Recommendation 53

The Committee recommends that the federal government develop and implement a basic income guarantee at or above LICO for people with severe disabilities.

Recommendation 54

The Committee recommends that provincial and territorial governments use the savings realized in social assistance spending with the introduction of the basic income guarantee for people with severe disabilities to redesign and enhance delivery of disability supports to all persons with disabilities, regardless of the source of their incomes.

Recommendation 55

The Committee recommends that the federal government sustain and increase the funding for the Opportunities Fund for persons with disabilities, with a clear mission to address barriers to the labour force.

Recommendation 56

The Committee recommends that all provincial and territorial governments amend their social assistance legislation to exempt savings under the Disability Savings Plan from any asset depletion requirements with respect to qualifications for or benefits from social assistance and social services programs.

Recommendation 57

Until mainstream training programs provide training opportunities for persons with disabilities proportionate to their representation in the population, the Committee recommends that the federal government extend and expand funding for such training through the Labour Market Agreements for Persons with Disabilities.

Recommendation 58

The Committee recommends that federal government work with provincial governments and social housing providers to take the necessary steps to provide larger housing units to larger families.

Recommendation 59

The Committee recommends that the federal government develop a tax credit for employers who hire newcomers for their first job in their field or area of expertise.

Recommendation 60

The Committee recommends that the federal government reduce the immigration sponsorship period from 10 years to three years similar to the regulations pertaining to conjugal sponsorship, and make a commensurate reduction in the residency requirement for entitlement to a monthly pension under the *Old Age Security Act*.

Recommendation 61

The Committee recommends that the federal government extend eligibility for the resettlement assistance program for refugees to two years for regular cases and to four years for joint assistance sponsorships.

Recommendation 62

The Committee recommends that the federal government establish a repayment schedule and loan forgiveness program for travel loan repayment by government-sponsored refugees, that takes into account the time needed to integrate and the household income upon employment.

Recommendation 63

The Committee recommends that the federal government accelerate its work with provincial governments and other relevant agencies to complete and implement a framework leading to the recognition of qualifications from other countries, and report annually to Parliament on its progress.

Recommendation 64

The Committee recommends that the federal government support bridging programs, especially for immigrants with professional qualifications from their countries of origin, through immigrant settlement funds and agreements.

Recommendation 65

The Committee recommends that the federal government provide on-going subsidies to off-reserve, non-profit Aboriginal housing providers for new and existing units to ensure increased supply of affordable housing.

Recommendation 66

The Committee recommends that the Urban Aboriginal Strategy be used as a platform for greater investment and collaboration in addressing the poverty and housing problems facing urban Aboriginal peoples.

Recommendation 67

The Committee recommends that the federal government continue and expand targeted funding and programming for training and employment supports for urban Aboriginal peoples, and their organizations, where appropriate.

Recommendation 68

The Committee recommends that the federal government require an Aboriginal working group to identify priorities for urban Aboriginal people and designate funding for this purpose within all federal funding to communities to address housing and homelessness.

Recommendation 69

The Committee recommends that the federal government review and revise grants and contributions reporting requirements among federal departments and agencies to enhance horizontal and vertical coordination of reporting and encourage multi-year funding among federal granting agencies, where problems that programs are addressing are persistent and longer term.

Recommendation 70

The Committee recommends that the federal government recognize and stabilize the contribution of voluntary sector organizations with respect to poverty, housing and homelessness, by budgeting adequate support for these organizations to accomplish not only the delivery of government-funded services, but also the community-building activities that only this sector can provide.

Recommendation 71

The Committee recommends that federal government use grants and contributions to fund community-based organizations to provide innovative solutions, to share innovation, and where appropriate to replicate successful community-based initiatives involved in poverty reduction, housing affordability, and supporting homeless people.

Recommendation 72

The Committee recommends that federal and provincial governments, acting internally, bilaterally and/or multilaterally, review current policies and programs and new initiatives in the context of eliminating and avoiding both gaps and duplication, through a whole-of-government approach to poverty, housing and homelessness issues.

Recommendation 73

The Committee recommends that the federal government continue and expand support to Statistics Canada for the collection, analysis and more affordable dissemination of data important to the evaluation and improvement of social programs with respect to poverty, housing and homelessness.

Recommendation 74

The Committee recommends that the federal government continue to support knowledge exchange with respect to poverty, housing and homelessness.

Senate



Sénat

CANADA

**PAUVRETÉ, LOGEMENT, ITINÉRANCE :
LES TROIS FRONTS DE LA LUTTE
CONTRE L'EXCLUSION**

**Comité sénatorial permanent des affaires sociales,
des sciences et de la technologie**

Rapport du Sous-comité sur les villes

L'honorable Art Eggleton C.P., président

L'honorable Hugh Segal, vice-président

Décembre 2009

Ce document est offert en anglais

Disponible sur l'Internet parlementaire :

<http://senate-senat.ca/cities-villes-f.asp>

40e législature – 2e session

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Ordre de renvoi

Extrait des *Journaux du Sénat* du mardi 24 février 2009 :

L'honorable sénateur Eggleton, C.P., propose, appuyé par l'honorable sénateur Fairbairn, C.P.,

Que le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie soit autorisé à examiner, pour en faire rapport, des enjeux sociaux d'actualité pour les grandes villes canadiennes. Que le comité soit plus particulièrement autorisé à examiner :

- a) la pauvreté, le logement et l'itinérance;
- b) la cohésion et l'inclusion sociales;
- c) les économies urbaines;
- d) des modèles de collaboration et de coopération entre gouvernements;

Que l'étude soit nationale et accorde une attention spéciale à la plus importante collectivité urbaine de chacune des provinces;

Que le rapport propose des solutions, en mettant l'accent sur la coopération entre les administrations fédérale, provinciales et municipales;

Que les documents reçus, les témoignages entendus, et les travaux accomplis par le comité sur ce sujet depuis le début de la première session de la trente-neuvième législature soient renvoyés au comité;

Que le comité présente son rapport final au plus tard le 30 juin 2011 et qu'il conserve tous les pouvoirs nécessaires pour diffuser ses conclusions dans les 180 jours suivant le dépôt du rapport final.

La motion, mise aux voix, est adoptée.

Le greffier du Sénat

Paul C. Bélisle

Membres

L'honorable Art Eggleton, C.P., président

L'honorable Hugh Segal, vice-président

Ainsi que

Les honorables sénateurs suivants ont participé à l'étude :

Jane Cordy

Lillian Eva Dyck

Wilbert Joseph Keon

Yonah Martin

Jim Munson

Autres sénateurs ayant participé de temps en temps à cette étude :

L'honorable sénateur Callbeck, Champagne, C.P., Cook, Fairbairn, C.P., et Pépin.

Le comité tient à remercier les membres du personnel suivants qui ont travaillé fort à la préparation du rapport.

Bibliothèque du Parlement :

Havi Echenberg

Avec l'aide de :

Sandra Elgersma

Robin Wisener

Direction des comités :

Keli Hogan, greffière du Comité

Monique Régimbald, adjointe administrative

Avant-propos

Les villes sont essentielles à la prospérité du Canada. Elles sont les moteurs de l'économie, les piliers de la culture et les points d'intersection de nombreuses questions nationales, régionales et locales. La place importante qu'occupent les villes sur le plan de la santé et du dynamisme du Canada est à l'origine de la décision du Comité d'étudier la situation actuelle quant à la pauvreté, au logement et à l'itinérance dans les villes canadiennes.

Après avoir entendu de nombreux experts, effectué des visites, organisé des tables rondes et, plus important encore, reçu les témoignages de personnes vivant dans la pauvreté et de personnes sans abri, force nous est de conclure que malheureusement beaucoup trop de Canadiens en milieu urbain vivent sous le seuil de la pauvreté, que beaucoup trop de gens ont du mal à trouver un logement et à le conserver et que de plus en plus de Canadiens sont sans abri. En dépit des efforts consciencieux et des nombreuses pratiques prometteuses des gouvernements, du secteur privé et des organismes communautaires qui viennent en aide à une foule de Canadiens, le système qui vise à éliminer la pauvreté est considérablement défaillant et confine souvent les gens dans la pauvreté. Ce système doit être remanié.

Pour les millions de Canadiens qui luttent quotidiennement contre la privation, cela signifie des choix difficiles : se nourrir convenablement ou payer le loyer; poursuivre des études ou y renoncer pour trouver un gagne-pain afin de subvenir aux besoins de la famille. En luttant ainsi pour joindre les deux bouts, ces familles canadiennes ne peuvent pas même entrevoir le jour où elles s'en sortiront.

Le problème rejaillit sur tous les membres de la société et témoigne de notre incapacité à changer le cours des choses ou de notre manque de volonté à cet égard. Nous croyons que le Canada, les provinces et le secteur privé peuvent et doivent faire mieux.

Les témoignages présentés au Comité font clairement ressortir ce que la pauvreté coûte à chacun de nous : elle accroît le coût des services de santé, ajoute au fardeau du maintien de l'ordre et amoindrit les résultats en matière d'éducation. Ces facteurs réduisent à leur tour la productivité, la souplesse de la main-d'œuvre, la longévité de même que l'expansion économique et le progrès social, ce qui représente des coûts énormes pour les contribuables, pour les caisses de l'État et des provinces, de même que pour le solide potentiel de l'économie de consommation canadienne.

Cette situation inacceptable a incité le Comité à formuler des recommandations essentielles, vastes et progressives qui vont au-delà de la paralysie de la « dépendance envers la voie choisie » qui caractérise la politique fédérale et provinciale des gouvernements de toutes appartenances depuis des décennies.

Nous croyons que l'élimination de la pauvreté et de l'itinérance est non seulement une priorité humaine et honnête de toute démocratie civilisée, mais aussi une priorité absolument essentielle à toute économie productive qui progresse et qui bénéficie des forces et des habiletés de tous ses membres.

Le présent rapport contient 72 recommandations. En voici quelques-unes que le Comité a faites au gouvernement fédéral :

- **Avoir pour objectif principal de sortir les Canadiens de la pauvreté de manière à éliminer celle-ci complètement [recommandation 1];**
- **De concert avec les provinces, chercher à atteindre l'objectif consistant à accorder aux assistés sociaux un soutien financier correspondant au moins au seuil de faible revenu après impôt [recommandation 4];**
- **Examiner davantage la possibilité d'offrir un revenu annuel de base fondé sur un impôt négatif [recommandation 5];**
- **Coordonner à l'échelle nationale l'élaboration d'une initiative fédérale-provinciale sur l'apprentissage des jeunes enfants [recommandation 16];**
- **Afin de réduire la pauvreté infantile, accroître la Prestation nationale pour enfants de façon qu'elle s'établisse à 5 000 dollars d'ici 2012 [recommandation 34];**
- **S'engager à bonifier la Prestation fiscale pour le revenu de travail afin que les prestataires aient au moins le seuil de faible revenu [recommandation 35];**
- **De concert avec les provinces, élaborer une stratégie nationale de logement et de lutte contre l'itinérance [recommandation 44];**
- **Établir un revenu de base pour tous les Canadiens handicapés [recommandation 53];**
- **Utiliser la Stratégie pour Autochtones vivant en milieu urbain comme plateforme pour accroître les investissements et la collaboration afin de s'attaquer aux problèmes de pauvreté et de logement des Autochtones [recommandation 66].**

Nous devons une fois pour toutes briser le cycle de la pauvreté au Canada et en extirper le fardeau accablant. Nous le devons aux millions de Canadiens qui luttent quotidiennement contre la pauvreté. Nous le devons aussi à l'ensemble du Canada.

Il faut maintenant passer à l'action!

L'honorable Art Eggleton, C. P., président L'honorable Hugh Segal, vice-président



Résumé

Chargé d'étudier les conditions sociales dans les villes canadiennes, le Sous-comité sur les villes du Comité sénatorial permanent des affaires sociales, des sciences et de la technologie a choisi de se pencher d'abord sur les personnes marginalisées dans ces villes à cause de la pauvreté et de problèmes de logement pouvant aller jusqu'à l'itinérance. Il s'est donné comme point de départ l'examen des personnes les plus vulnérables parmi les habitants des villes.

Il a voulu déterminer comment les gouvernements, les entreprises et le secteur bénévole pouvaient aider les gens à échapper à la pauvreté. À son grand désarroi, il a découvert que des décennies de politiques sociales adoptées par différents ordres de gouvernement ont abouti à deux résultats éventuellement dévastateurs.

Tout d'abord, dans les cas où les programmes fonctionnent et où une personne bénéficie de toutes les mesures possibles de soutien social et de soutien du revenu, le revenu dont elle dispose la maintient malgré tout trop souvent dans la pauvreté plutôt que de lui permettre de participer pleinement à la vie économique et sociale de sa collectivité. Le Comité a entendu les témoignages d'un large éventail de personnes ayant une expérience directe de la pauvreté et de l'itinérance, de représentants du gouvernement, de membres d'organisations du secteur bénévole et d'analystes qui ont décrit des initiatives et des résultats remarquables, ceux-ci sont généralement rares et se présentent à petite échelle plutôt que d'être habituels et prévus.

Ensuite, dans les pires cas, les politiques et programmes actuels entraînent des gens dans le piège de la pauvreté en ayant l'effet pervers et non voulu de rendre presque impossible pour trop de gens de ne pas compter sur les programmes de sécurité du revenu et même sur les refuges pour sans-abri. Le fait de se trouver un emploi devrait permettre à une personne d'avoir un revenu suffisant pour subvenir à ses besoins essentiels et à ceux de sa famille. Les programmes qui piègent les bénéficiaires dans la pauvreté leur fournissent un revenu trop maigre pour répondre à ces besoins.

Le Comité ne croit pas que ces résultats soient inévitables. En fait, les programmes fédéraux qui visent à sortir les Canadiens âgés de la pauvreté se sont révélés extrêmement, voire complètement, efficaces, permettant à de nombreux aînés d'échapper à la pauvreté et faisant en sorte qu'aucune personne âgée ne vive dans une grande pauvreté. Bien que le fédéralisme puisse entraîner des complications dans les programmes, il est aussi très efficace lorsqu'il y a un objectif commun. Par exemple, bien des provinces ont adapté la Prestation fiscale pour le revenu de travail (un programme fédéral) pour miser sur des initiatives, nouvelles ou existantes, conçues pour assurer un revenu additionnel aux travailleurs à faible revenu, ce qui a donné lieu à des prestations plus généreuses aux personnes admissibles dans ces provinces. Nous savons que le gouvernement fédéral peut influencer grandement le cours des choses, et la collaboration entre gouvernements peut bonifier les avantages offerts par les programmes fédéraux.

Pourtant, très souvent, ce n'est pas le cas. Il existe des instruments fédéraux qui offrent un supplément de revenu à presque tous les Canadiens, mis à part ceux qui sont adultes et considérés comme pouvant subvenir à leurs besoins. Ainsi, des programmes comme la

Prestation nationale pour enfants, la Sécurité de la vieillesse/le Supplément de revenu garanti (SV/SRG) pour les personnes âgées, et la Prestation fiscale pour le revenu de travail pour les travailleurs à faible revenu se sont tous révélés efficaces, quoique les prestations pour enfants et celles pour travailleurs ne sont pas suffisantes pour leur permettre d'échapper vraiment à la pauvreté.

Le Comité a également constaté que certains groupes sont particulièrement défavorisés sur le plan du revenu et du logement : les personnes seules, les personnes handicapées, les Autochtones, certains nouveaux arrivants (immigrants récents et demandeurs du statut de réfugié) et les chefs de famille monoparentale. Ces groupes sont surreprésentés parmi les pauvres, les sans-abri, les décrocheurs et les personnes ayant des capacités limitées de lecture et d'écriture. En dépit d'une vaste gamme de programmes visant à les aider, surtout les nouveaux arrivants, les Autochtones en milieu urbain et les personnes handicapées, les résultats recherchés ne sont pas atteints. Le sexe et l'origine raciale compliquent considérablement les défis que doivent relever ces groupes et il en résulte une discrimination encore plus grande.

Le Comité reconnaît l'urgence de trouver des solutions pour ces groupes, surtout en période de récession et d'instabilité économique. Il cherche à faire en sorte que les programmes et politiques actuels donnent de l'espoir grâce à un engagement envers l'éducation, la formation et l'emploi et permettent aux participants de trouver leur place dans des emplois, des écoles et des collectivités où ils peuvent profiter des possibilités qui sont offertes à tous.

Témoignages

Dans le cadre de plus de 35 audiences, de cinq tables rondes et de visites auprès de 20 organismes dans neuf villes du Canada, le Comité a entendu plus de 175 témoins, certains vivant dans la pauvreté ou dans l'itinérance, d'autres travaillant pour des organismes communautaires, et d'autres encore travaillant comme analystes pour des universités, des groupes de réflexion et des organismes bénévoles nationaux. Avant chaque visite sur le terrain et chaque audience, les membres du Comité ont lu le résumé de recherches importantes menées récemment sur les trois principaux thèmes à l'étude.

Le Comité s'est fondé sur les témoignages d'expériences vécues, les conversations avec des personnes aux prises avec ces problèmes dans les grandes villes canadiennes, et l'avis d'experts en politiques, et il s'est appuyé sur de l'information et des données à jour. Il a examiné l'incidence des politiques et programmes actuels sur les individus, et il a accueilli les suggestions sur les améliorations qui pourraient être apportées à ces politiques et à ces programmes afin de créer de véritables possibilités pour les personnes marginalisées par l'itinérance et la pauvreté ou menacées par ces problèmes.

Dans le cadre de sa recherche, de ses audiences et de ses visites sur le terrain, le Comité a pris connaissance de « pratiques prometteuses », de programmes et d'initiatives réussissant particulièrement bien à sortir les gens de la pauvreté, du logement précaire et de l'itinérance et à les aider à accéder à la sécurité économique et sociale. Le rapport mentionne ces initiatives locales dans chaque section et fournit de l'information plus détaillée au sujet de chacune dans une annexe du rapport.

Le rapport sur lequel porte le présent résumé contient des témoignages, des exemples et des données qui appuient les recommandations.

Pauvreté

Lorsqu'il s'est penché sur les programmes de sécurité du revenu, y compris les avantages fiscaux, l'aide sociale, l'assurance-emploi, la SV et le SRG, le Comité a examiné plus particulièrement leur pertinence, leur fiabilité et leur efficacité. Il a cherché à répondre à diverses questions. Les Canadiens ont-ils un revenu suffisant pour leur permettre de bien vivre? De quelle façon les politiques et les programmes s'harmonisent-ils? Tous les Canadiens ont-ils eu la possibilité de parfaire leur éducation et de perfectionner leurs compétences à toutes les étapes de la vie? Les personnes qui ont des problèmes de santé et des déficiences pourraient-elles obtenir le revenu et les services dont elles ont besoin sans devoir abandonner l'idée d'un retour au travail ou aux études? Les programmes et les politiques ont-ils créé des possibilités ou des obstacles? Dans les ménages à faible revenu, les parents peuvent-ils répondre aux besoins de leurs enfants, y compris leur préparation à l'école et la capacité de terminer leurs études?

Selon une observation importante qui a tout particulièrement intéressé le Comité, de nombreux programmes de soutien du revenu maintiennent les gens dans la pauvreté plutôt que de leur permettre d'y échapper. C'est pourquoi le Comité formule les recommandations générales suivantes au sujet de la pauvreté.

Le Comité recommande que le gouvernement fédéral :

- **ait pour objectif fondamental en matière de lutte contre la pauvreté de faire sortir les Canadiens de la pauvreté au lieu de les aider à mieux y vivre, dans le cadre des programmes visant à enrayer la pauvreté et l'itinérance, et qu'il collabore avec les provinces et les territoires pour qu'ils adoptent un objectif semblable [recommandation 1];**
- **modifie tous ses programmes de sécurité du revenu, tels que l'assurance-emploi, afin de mieux protéger les Canadiens des ménages à faible revenu qui sont sans revenu pendant de courtes périodes [recommandation 3];**
- **fixe avec les provinces l'objectif voulant que les particuliers et les familles, peu importe les motifs de leurs besoins, reçoivent un revenu total correspondant au moins au seuil de faible revenu après impôt [recommandation 4];**
- **publie d'ici le 31 décembre 2010 un livre vert qui présentera les coûts et les avantages des mesures actuelles de soutien du revenu et de différentes options visant à réduire et à éliminer la pauvreté, y compris un revenu annuel de base fondé sur un impôt négatif, ainsi qu'une évaluation détaillée des projets pilotes concernant un revenu de base qui ont été menés au Nouveau-Brunswick et au Manitoba [recommandation 5];**
- **rétablisse un salaire minimum fédéral de 10 \$ l'heure, indexé en fonction de l'Indice des prix à la consommation, et qu'il exige de ses fournisseurs de**

biens et de services qu'ils versent à leurs employés un salaire au moins équivalent [recommandation 6].

Le Comité recommande que les gouvernements provinciaux relèvent les limites actuelles sur l'avoir des personnes admissibles pendant les six à douze premiers mois, afin de permettre aux gens qui bénéficient de l'aide sociale sur une courte période de garder les ressources dont ils ont besoin pour se réintégrer au marché du travail et rétablir leur situation financière [recommandation 2].

Stratégies de réduction de la pauvreté

Des organisations nationales ont présenté au Comité des recommandations sérieuses concernant diverses mesures, notamment une stratégie nationale de réduction de la pauvreté. Le Comité a étudié les stratégies provinciales et locales à cet égard en tenant particulièrement compte des recommandations relatives aux politiques et aux programmes fédéraux.

Le Comité a choisi de mettre l'accent sur les modifications concrètes à apporter aux programmes fédéraux, dont certaines ont été recommandées par des initiatives provinciales et locales, afin de hausser le revenu des Canadiens au moyen de programmes fédéraux d'assurance sociale et de sécurité du revenu et d'appuyer les efforts en cours dans plus de la moitié des provinces canadiennes et dans de nombreuses localités. Des recommandations précises sur ces programmes de sécurité du revenu sont présentées ci-après; à court terme, le Comité formule la recommandation suivante portant sur l'appui aux initiatives provinciales.

Le Comité recommande que le gouvernement fédéral, de concert avec les autorités provinciales, cible, dans ses investissements, les projets d'infrastructure sociale prêts à être mis en œuvre, en particulier dans les domaines du logement, des services sociaux et de la sécurité du revenu où les capacités de service peuvent être rapidement accrues par des investissements accélérés dans le Transfert canadien en matière de programmes sociaux, parallèlement aux investissements dans les projets d'infrastructure physique, afin de lutter contre la récession [recommandation 36].

Assurance-emploi

Le Comité a appris que les programmes fédéraux offrent généralement les instruments nécessaires pour obtenir les résultats auxquels chaque Canadien voudrait arriver. Les ratés de ces programmes sont souvent liés à leur conception : critères d'admissibilité, niveau des mesures de soutien ou des prestations et durée de l'aide. Le meilleur exemple à cet égard est l'assurance-emploi (AE). La récente prolongation de la période de prestations pour tous les demandeurs admissibles et les prestations spéciales pour les personnes ayant occupé un emploi pendant de longues périodes et demandé des prestations que pendant de courtes périodes sont des solutions heureuses à la crise à court terme, mais elles ne corrigent pas les lacunes et les iniquités du programme à long terme, surtout en ce qui a trait à l'accès à la formation financée par l'AE.

Le Comité a entendu des témoignages au sujet de l'élargissement de l'AE par rapport à ses débuts de programme d'assurance sociale afin d'appuyer les travailleurs saisonniers et d'offrir des prestations pour certaines périodes prévues de chômage, notamment des prestations parentales et des prestations de compassion. Les témoins avaient des divergences d'opinions

sur la question de savoir si ces programmes doivent continuer à être offerts par l'AE ou faire partie d'autres programmes sociaux. Le Comité a choisi la solution à court terme qui consiste à maintenir ces programmes dans le régime d'AE. Par conséquent, il présente les recommandations suivantes visant à améliorer l'assurance-emploi et à contribuer à prévenir la pauvreté.

Le Comité recommande que le gouvernement fédéral :

- établit un nouveau programme offrant une protection contre les pertes de revenu dues à l'interruption prolongée d'un emploi aux personnes qui ne sont pas visées par la *Loi sur l'assurance-emploi* [recommandation 7];
- modifie la *Loi sur l'assurance-emploi* pour que les travailleurs qui perdent leur emploi après de longs états de service puissent toucher des prestations sur une plus longue période et pour que la période de prestations prolongée ne soit pas fondée uniquement sur les taux de chômage régionaux [recommandation 8];
- supprime le délai de carence de deux semaines pour les personnes qui reçoivent des prestations de compassion ou des prestations parentales du régime d'assurance-emploi [recommandation 9];
- remanie le régime d'assurance-emploi pour qu'il permette des ajustements en fonction des ralentissements économiques prévus au lieu de tenir compte uniquement de l'expérience récente [recommandation 10];
- modifie le régime d'assurance-emploi de façon à rendre les travailleurs autonomes admissibles aux prestations parentales; les cotisations seraient semblables à celles qui sont versées par les salariés admissibles [recommandation 11];
- porte progressivement la durée des prestations de maladie du régime d'assurance-emploi à 50 semaines pour que les personnes admissibles qui ont une maladie ou une incapacité de moyenne durée reçoivent un soutien approprié [recommandation 12];
- envisage le rétablissement de la pratique fondée sur les antécédents des employeurs dans tout projet de remaniement ou de réforme du régime d'assurance-emploi [recommandation 13];
- donne accès à la formation financée par l'AE aux personnes qui ont cotisé au régime au fil du temps, mais qui ne sont pas admissibles aux prestations [recommandation 14];
- voie à ce que la formation financée par le régime d'AE englobe les cours de langue avancés ainsi que la formation permettant aux personnes qui ont acquis des titres de compétence à l'étranger de les faire reconnaître au Canada [recommandation 15].

Formation et éducation

Les audiences et les travaux de recherche du Comité ont permis à celui-ci de prendre clairement conscience de l'importance de l'éducation et de la formation dans le revenu d'un ménage et de l'existence troublante d'obstacles à l'accès pour de nombreuses personnes, notamment les groupes surreprésentés parmi les pauvres; la sous-représentation de ces personnes dans les programmes de formation et d'éducation contribue de façon tragique à les maintenir dans la pauvreté. Le Comité a pris connaissance et a été témoin de l'importance des mesures de soutien aux écoles intermédiaires pour les enfants vulnérables et des mesures de soutien à l'achèvement des études secondaires et à l'amélioration des capacités de lecture et d'écriture des jeunes adultes, de même que les coûts élevés de l'abandon scolaire, tant pour les décrocheurs que pour la société; il a aussi constaté l'importance du perfectionnement des compétences pour les adultes de tous les âges lorsqu'ils arrivent sur le marché du travail ou perdent un emploi dans une industrie en déclin, de même que la forte corrélation entre l'éducation postsecondaire et un revenu familial adéquat.

Le Comité a fait fond sur ces témoignages et ces travaux de recherche et, reconnaissant le rôle des gouvernements fédéral et provinciaux dans l'éducation et l'importance d'une intervention précoce, il présente les recommandations ci-après.

Le Comité recommande que le gouvernement fédéral :

- **coordonne à l'échelle nationale l'élaboration d'une initiative fédérale-provinciale sur l'apprentissage des jeunes enfants [recommandation 16];**
- **soutienne et encourage, par la voie des programmes courants, des initiatives propres à soutenir l'intérêt des enfants des milieux défavorisés pour l'école, comme des services d'orientation, des activités parascolaires, des clubs de devoirs et des centres pour les jeunes [recommandation 17];**
- **en collaboration avec le Conseil des ministres de l'Éducation, encourage et soutienne des mesures propres à réduire le taux de décrochage scolaire, surtout chez les élèves autochtones, tant dans les réserves que hors réserve, notamment l'établissement d'objectifs et de délais et la production régulière de rapports de situation [recommandations 18 et 19];**
- **suive de près les nouveaux programmes d'aide financière aux étudiants des établissements postsecondaires et fasse rapport sur leur efficacité en présentant notamment des comparaisons entre leurs effets sur la capacité financière et l'endettement et ceux des programmes qu'ils ont remplacés [recommandation 20];**
- **offre un soutien fiscal supplémentaire pour l'éducation postsecondaire aux étudiants à faible revenu qui font partie des groupes sous-représentés (comme les étudiants autochtones et les étudiants handicapés) et à leur famille [recommandation 21];**
- **assure un soutien financier solide aux programmes d'alphabétisation des adultes et des familles, en accordant une attention toute particulière aux**

groupes surreprésentés parmi ceux qui n'ont pas terminé leurs études secondaires [recommandation 22];

- s'entende avec les gouvernements des provinces en vue de modifier les programmes de sécurité du revenu actuels de manière à garantir le financement de la formation pendant une période suffisamment longue pour que les personnes qui y participent puissent trouver un emploi sûr offrant une rémunération suffisante [recommandation 23];
- réserve, dans toutes les ententes sur le marché du travail, nouvelles ou reconduites, un pourcentage fixe des places disponibles dans les cours de formation aux personnes handicapées (pourcentage qui correspondrait à celui fixé comme objectif dans le cadre du programme d'équité en matière d'emploi au sein de la fonction publique fédérale) et que d'ici là, il augmente et prolonge le financement de ce type de formation dans le cadre des ententes sur le marché du travail visant les personnes handicapées [recommandations 24 et 57];
- affecte une partie des fonds destinés à la formation des immigrants afin de l'harmoniser avec les objectifs (en pourcentage) d'équité en matière d'emploi, y compris la formation visant à surmonter les obstacles linguistiques et autres, lorsqu'il reconduit des ententes sur le marché du travail ou en conclut de nouvelles [recommandation 25];
- à la prochaine réunion des ministres du Travail fédéral-provinciaux-territoriaux, prenne l'initiative d'encourager l'harmonisation des programmes provinciaux et territoriaux d'indemnisation des accidents du travail [recommandation 50];
- maintienne le Fonds d'intégration et en augmente le financement en lui confiant clairement la mission de supprimer les obstacles à l'activité, et encourage les gouvernements provinciaux et territoriaux à continuer d'offrir aux personnes handicapées ex-bénéficiaires de l'aide sociale des mesures de soutien pendant une période allant jusqu'à 12 mois suivant l'obtention d'un emploi et à négocier avec les employeurs la prestation de cette aide pour une période indéterminée dans le cas des personnes à faible revenu [recommandations 51 et 55].

Santé

Le Comité a effectué une étude sur la santé des populations parallèlement à son étude sur la pauvreté, le logement et l'itinérance; il a souvent tenu des audiences conjointes et il a pu tirer profit des témoignages devant l'un et l'autre sous-comité. De plus, il a tenu une audience portant précisément sur le lien entre le fait de vivre dans un milieu défavorisé ou d'avoir un faible revenu et un nombre disproportionné de problèmes de santé. Les témoignages ont montré qu'en dépit d'un système de santé universel qui donne accès aux médecins et aux hôpitaux, la situation est différente selon qu'une personne est riche ou pauvre. Le Comité

reconnait en outre que la maladie peut aggraver la pauvreté ou faire basculer des personnes et des familles dans la pauvreté.

Vu la contribution de la pauvreté et de l'itinérance aux problèmes de santé et dans l'esprit de son récent rapport sur la santé des populations, le Comité recommande que le gouvernement fédéral :

- **donne des instructions aux organismes centraux pour qu'ils affectent les ressources nécessaires pour prévenir et contrer les résultats négatifs de la pauvreté et du chômage sur la santé [recommandation 26];**
- **collabore avec les gouvernements provinciaux et territoriaux ainsi qu'avec d'autres intervenants afin d'élaborer un régime national d'assurance-médicaments à partir de ce qui existe déjà dans quelques provinces [recommandation 27];**
- **de concert avec les gouvernements provinciaux et territoriaux et les chercheurs en santé du pays, affecte des fonds pour la santé physique des sans-abri [recommandation 46].**

Transfert de revenus par le truchement du régime fiscal

Le gouvernement fédéral mise de plus en plus sur des programmes de soutien du revenu mis en œuvre par le truchement du régime fiscal. Bien sûr les crédits et les déductions ne profitent qu'aux contribuables qui ont un revenu suffisamment élevé pour payer de l'impôt. Toutefois, de nombreux crédits sont désormais « remboursables » aux personnes qui ne paient pas d'impôt mais qui remplissent une déclaration. Le crédit remboursable de la taxe sur les produits et services (TPS) en est un exemple.

L'utilisation créative des crédits d'impôt contribue de façon importante à appuyer financièrement les personnes et les ménages à faible revenu. Ainsi, le Supplément de la prestation nationale pour enfants a été décrit par un témoin comme une mesure qui peut sortir les enfants de la pauvreté, et la Prestation fiscale pour le revenu de travail permet de rendre le travail payant. Afin de faire de ces possibilités une réalité et de contribuer à sortir tous les ménages de la pauvreté, le Comité présente les recommandations qui suivent.

Le Comité recommande que le gouvernement fédéral :

- **analyse les différences entre les sexes au moment d'établir les prestations et de mettre en œuvre de nouvelles mesures fiscales [recommandation 32];**
- **augmente le Supplément de revenu garanti pour les aînés afin d'éviter que des ménages se situent sous le seuil de pauvreté, lequel correspond par définition au seuil de faible revenu, et que les gouvernements collaborent pour faire en sorte qu'une telle augmentation n'entraîne pas la perte de l'admissibilité aux subventions et services provinciaux et territoriaux offerts aux personnes âgées [recommandation 33];**

- porte, de manière progressive et prévisible, la Prestation nationale pour enfants à 5 000 \$ (en dollars de 2009) d'ici 2012 [recommandation 34];
- adopte un calendrier à plus long terme de bonification de la Prestation fiscale pour le revenu de travail [recommandation 35];
- dans un premier temps, rend le crédit d'impôt pour personnes handicapées remboursable, puis progresse vers une garantie de revenu de base correspondant au seuil de faible revenu, ou supérieure à celui-ci, pour les personnes ayant une incapacité grave, et s'entend avec les provinces pour qu'elles investissent dans des mesures d'aide aux personnes handicapées, quelle que soit leur source de revenu [recommandations 52, 53 et 54];
- encourage les gouvernements provinciaux et territoriaux à modifier leurs dispositions législatives concernant l'aide sociale de manière à exempter les sommes investies dans un régime enregistré d'épargne-retraite des calculs servant à déterminer l'admissibilité aux prestations ou aux services d'aide sociale [recommandation 56];
- instaure un crédit d'impôt pour les employeurs qui procurent aux nouveaux arrivants leur premier emploi dans leur domaine de compétences [recommandation 59].

Logement et itinérance

Dans le cadre de son étude sur le logement et l'itinérance, le Comité a traité ces questions comme deux secteurs de politique distincts étant donné que de nombreux programmes fédéraux font une distinction entre les deux. Au cours de ses travaux de recherche, des audiences et des visites sur le terrain, il a appris qu'il existe des initiatives importantes et intéressantes à l'échelon provincial et local, et que la réglementation, les délais et la réduction du soutien opérationnel offert par le gouvernement fédéral restreignent parfois les activités des gouvernements provinciaux et locaux de même que celles des promoteurs du secteur privé et du secteur bénévole.

Par ailleurs, il est devenu clair pour le Comité qu'un examen global du logement et de l'itinérance favorise davantage la mise en œuvre d'une démarche axée sur le logement d'abord. Grâce à cette démarche, la situation de sans-abri ou des personnes qui risquent l'itinérance est stabilisée au moyen d'un logement abordable, à partir duquel ces personnes peuvent chercher des solutions aux problèmes qui compliquent leur vie.

De plus, le Comité sait que des logements trop chers et inadéquats, même pour ceux qui peuvent actuellement répondre à leurs besoins et réaliser leurs aspirations, peuvent contribuer à la pauvreté et entraîner une détérioration des conditions de vie, notamment la perte d'emplois, le décrochage scolaire et l'incapacité de subvenir aux besoins de la famille.

Les solutions ne permettent pas toutes de répondre aux besoins des personnes qui sont actuellement sans abri et de mettre en place un système qui offre des logements abordables et adéquats aux personnes qui occupent actuellement un logement.

En ce qui concerne le logement, le Comité recommande que le gouvernement fédéral :

- prévoit un financement soutenu et adéquat dans le cadre de l'Initiative en matière de logement abordable afin d'accroître l'offre de logements abordables [recommandation 37];
- produise un livre blanc sur les mesures fiscales visant à appuyer la construction de logements locatifs en général et de logements locatifs abordables en particulier, ce qui comprend l'octroi de fonds, de terrains ou d'immeubles pour des logements à loyer modique [recommandation 38];
- clarifie le mandat de la Société immobilière du Canada Limitée de sorte que les terres fédérales excédentaires soient de préférence aménagées pour y accueillir des logements abordables et afin d'accélérer les processus de planification en vue de faciliter cet usage [recommandation 39];
- appuie le travail des promoteurs immobiliers sans but lucratif locaux et provinciaux en prévoyant un horizon à plus long terme pour les programmes de logement, de manière à tenir compte des cycles d'aménagement quinquennaux et des cycles de planification décennaux, et ce, dans l'optique d'une planification aux niveaux local et provincial plus efficace [recommandation 40];
- aide les locataires victimes de discrimination sur le marché de l'habitation, en mentionnant expressément que l'aide juridique en matière civile est un élément du Transfert canadien en matière de programmes sociaux [recommandation 41];
- élargisse le Programme d'aide à la remise en état des logements à titre de programme permanent, qu'il en augmente les allocations budgétaires et qu'il modifie les conditions d'admissibilité afin de tenir compte des différences de coût des réparations selon les collectivités au Canada et des projets de conversion des logements en locations abordables [recommandation 42];
- de concert avec les autorités provinciales chargées du logement, d'associations privées de propriétaires fonciers et de fournisseurs de logements à but non lucratif, évalue l'incidence des allocations de logement transférables sur les loyers qui sont versées aux particuliers plutôt qu'aux propriétaires [recommandation 43].

En ce qui concerne l'itinérance, le Comité a pris connaissance de l'efficacité de la Stratégie des partenariats de lutte contre l'itinérance et des programmes qui l'ont précédée pour aider les collectivités à réduire l'itinérance et à loger les sans-abri. **Le Comité recommande que le gouvernement fédéral :**

- élargisse la Stratégie des partenariats de lutte contre l'itinérance de façon qu'elle joue un rôle de coordination accru au sein de l'administration fédérale en mobilisant tous les ministères et organismes dont le mandat touche au

logement et à l'itinérance, en particulier pour les groupes surreprésentés parmi les défavorisés [recommandation 47];

- fournisse des stimulants financiers pour encourager les collectivités qui bénéficient déjà de la Stratégie des partenariats de lutte contre l'itinérance à se baser sur un horizon de 10 ans pour modifier et renouveler leurs plans communautaires [recommandation 48];
- prévoie encore le financement direct et le soutien continu des activités de recherche et de diffusion du savoir au sujet de l'approche fondée sur la priorité au logement afin d'éliminer l'itinérance [recommandation 49].

En ce qui concerne une approche intégrée des questions de logement et d'itinérance, le Comité recommande que le gouvernement fédéral :

- en collaboration avec les gouvernements provinciaux, les représentants des municipalités, les organismes des Premières nations et autres fournisseurs de logements, élabore une stratégie nationale de logement et de lutte contre l'itinérance qui comporterait :
 - des priorités établies par et pour chaque province et territoire concernant les besoins existants en matière de logement abordable et sûr;
 - un engagement financier sur 10 ans de la part du gouvernement fédéral, couplé à des engagements analogues des provinces et territoires qui recevront ces fonds;
 - la présentation de rapports annuels sur l'affectation des fonds et, surtout, sur le nombre de personnes logées qui ne pouvaient se permettre un logement sûr sur le marché privé;
 - un objectif précis, assorti de cibles et d'engagements financiers, pour répondre aux besoins en logement abordable des peuples autochtones vivant en milieu urbain;
 - un processus simplifié et plus intégré pour la demande de fonds, commun à divers programmes liés au logement et financés au niveau fédéral;
 - l'intégration de la Stratégie des partenariats de lutte contre l'itinérance, pourvue d'un mandat et d'un budget élargis, pour appuyer les plans locaux de logement et de lutte contre l'itinérance combinés et les initiatives s'y rattachant;
 - une évaluation complète à la fin du cycle de 10 ans pour établir les réalisations et les lacunes restantes [recommandation 44];

- continue de financer les programmes de lutte contre l'itinérance jusqu'à ce qu'une stratégie de logement et de lutte contre l'itinérance soit élaborée pour orienter ses investissements [recommandation 45].

Programmes ciblant les groupes surreprésentés

Le Comité a choisi de se pencher sur les incidences des programmes généraux ou courants sur les groupes surreprésentés parmi les personnes vivant dans une pauvreté persistante (Autochtones, personnes handicapées, personnes seules et nouveaux arrivants au Canada), mais les sections précédentes du présent résumé ne portent que sur certains programmes. D'autres politiques ou programmes conçus expressément pour ces groupes sont abordés ci-après.

Autochtones

L'étude sur les villes s'est concentrée sur les Autochtones en milieu urbain, groupe qui englobe diverses cultures et qui est aux prises avec des problèmes variés d'ordre économique et social. Le Comité comprend que de nombreux Autochtones ne vivent pas exclusivement soit dans une réserve (ou un territoire visé par une revendication territoriale), soit dans une ville, mais qu'ils passent fréquemment de l'une à l'autre. Tant dans les réserves que dans les villes, les Autochtones sont généralement plus pauvres et vivent dans un logement moins adéquat et moins abordable que les non-Autochtones. Les politiques et les programmes fédéraux ont visé à corriger ces problèmes. Des recommandations relatives à ces politiques et programmes sont présentées ci-après.

Le Comité recommande que le gouvernement fédéral :

- offre des subventions permanentes aux fournisseurs de logements autochtones hors réserve dans le marché non lucratif pour des unités nouvelles ou existantes, afin de garantir l'offre accrue de logements abordables [recommandation 65];
- utilise la Stratégie pour Autochtones vivant en milieu urbain comme plateforme pour accroître les investissements et la collaboration afin de s'attaquer aux problèmes de pauvreté et de logement des Autochtones [recommandation 66];
- maintienne et augmente les fonds et les programmes ciblés pour le soutien de la formation et de l'emploi des Autochtones en milieu urbain et pour les organismes qui les représentent, s'il y a lieu [recommandation 67];
- demande à un comité ou à un groupe de travail autochtone de déterminer les priorités pour les Autochtones en milieu urbain et que des fonds soient prévus à cette fin à l'intérieur du financement fédéral destiné aux collectivités pour régler les problèmes d'itinérance et de logement [recommandation 68].

Nouveaux arrivants au Canada

Le Comité reconnaît que le gouvernement fédéral est responsable au premier chef des politiques et programmes à l'intention des demandeurs du statut de réfugié et des immigrants au Canada. Il est aussi conscient du fait que ces réfugiés et certains immigrants sont

confrontés à des difficultés financières et sociales particulières. Il a appris que les réseaux au sein des communautés d'immigrants permettent souvent de prévenir l'itinérance absolue de nouveaux arrivants. En effet, de nouveaux arrivants sont fréquemment accueillis dans le logement parfois surpeuplé d'immigrants arrivés au Canada des semaines ou des mois auparavant.

Outre les mesures fiscales proposées pour faciliter l'intégration des immigrants et réfugiés sur le marché du travail, le Comité croit que d'autres mesures sont nécessaires pour remédier à cette situation.

Le Comité recommande que le gouvernement fédéral :

- **collabore avec les gouvernements provinciaux et les fournisseurs de logements sociaux en vue d'offrir des unités de logement plus spacieuses aux familles nombreuses [recommandation 58];**
- **réduise à trois ans la période d'immigration parrainée, actuellement de 10 ans, selon le modèle des règles sur le parrainage conjugal, et qu'il modifie en conséquence les conditions de résidence ouvrant droit à des prestations mensuelles en vertu de la *Loi sur la sécurité de la vieillesse* [recommandation 60];**
- **fasse passer la période d'admissibilité des réfugiés au Programme d'aide au rétablissement à deux ans dans les cas ordinaires et à quatre ans dans les cas visés par le Programme de parrainage d'aide conjointe [recommandation 61];**
- **établissee un calendrier de remboursement et un programme de radiation de la dette liée au déplacement des réfugiés parrainés par le gouvernement, et que ces mesures tiennent compte de la période nécessaire à l'intégration et du revenu du ménage au moment de l'obtention d'un emploi [recommandation 62];**
- **intensifie ses travaux avec les gouvernements provinciaux et d'autres organismes concernés afin de terminer et de mettre en œuvre un cadre de référence pour la reconnaissance des titres de compétence acquis à l'étranger et qu'il en fasse rapport tous les ans au Parlement [recommandation 63];**
- **appuie les programmes de transition, notamment pour les immigrants qui ont acquis une qualification professionnelle dans leur pays d'origine, au moyen d'ententes et de fonds d'aide à l'établissement des immigrants [recommandation 64].**

Approches fondées sur les droits

Qu'il s'agisse de pauvreté, de logement ou d'itinérance, de nombreux témoins ont parlé de privation de droits pour décrire les problèmes. Mentionnant la législation nationale sur les droits de la personne et les engagements internationaux du Canada au titre de déclarations et de conventions des Nations Unies, ces témoins ont fait ressortir l'échec des gouvernements à respecter leurs obligations et l'importance de permettre aux citoyens de tenir les

gouvernements responsables des mesures qu'ils prennent et de réclamer leurs droits devant les tribunaux pertinents.

Le Comité comprend que ces engagements sont importants tant pour ce qui est d'évaluer le rendement du gouvernement sur le plan du respect des lois et des ententes nationales et internationales que pour défendre les droits de chacun.

Le Comité recommande que le gouvernement fédéral :

- **institue un fonds permettant aux groupes surreprésentés parmi les personnes vivant dans une pauvreté persistante de se faire représenter par des avocats dans les causes portant sur des atteintes alléguées aux droits de la personne [recommandation 30];**
- **fasse explicitement mention des obligations contenues dans les conventions internationales ratifiées par le Canada dans toutes les lois fédérales et modifications qui y sont apportées en ce qui concerne la pauvreté, le logement et l'itinérance, vu les obligations qu'imposent au Canada les dispositions législatives concernant les droits internationaux de la personne et vu leur importance pour l'accès aux programmes et aux services voulus [recommandation 31].**

Cause commune

Le Comité estime que tous les secteurs doivent, dans la mesure du possible, collaborer harmonieusement pour sortir les personnes nécessiteuses de la pauvreté, leur offrir des logements convenables et abordables et faire disparaître l'itinérance. Outre les recommandations déjà mentionnées ci-haut, le Comité appuie cette collaboration partout où elle est possible.

Le Comité a remarqué en particulier l'apport crucial des organismes de services locaux, associatifs ou municipaux, aux personnes démunies qui cherchent à accéder à un logement convenable et abordable et à participer à la vie économique et sociale de leur collectivité. Les innovations, la passion et l'efficacité des programmes des 20 organismes que le Comité a visités et des dizaines d'autres qui lui ont présenté des mémoires, qui ont participé aux tables rondes et qui ont témoigné devant lui ont été une source d'inspiration.

Le Comité recommande que le gouvernement fédéral :

- **soutienne le secteur bénévole local et les organismes municipaux en tant que partenaires actifs dans la conception et l'exécution des initiatives fédérales à l'échelon communautaire [recommandation 28];**
- **révise les exigences de déclaration des ministères et organismes fédéraux pour les subventions et les contributions afin d'en améliorer la coordination horizontale et verticale, et encourage les organisations subventionnaires fédérales à offrir un financement pluriannuel aux programmes qui cherchent à remédier à des problèmes persistants et de longue durée [recommandation 69];**

- **atteste et stabilise l'apport des organisations bénévoles et communautaires qui viennent en aide aux pauvres, aux mal-logés et aux sans-abri en prévoyant dans ses budgets une aide suffisante à ces organisations de manière qu'elles puissent non seulement assurer la prestation de services financés par l'État, mais aussi organiser les activités propres à nourrir une conscience sociale qu'elles sont les seules à pouvoir offrir [recommandation 70];**
- **se serve de ses programmes de subventions et de contributions pour fournir aux organisations communautaires locales les moyens de trouver des solutions innovatrices aux problèmes que posent la pauvreté, le manque de logements abordables et l'itinérance, de diffuser de l'information sur leurs solutions et, si possible, de faire des émules [recommandation 71].**

Pendant toute la durée de son étude, le Comité a constaté que les mesures les plus efficaces pour s'attaquer aux problèmes liés à la pauvreté, au logement et à l'itinérance sont conçues et mises en œuvre lorsque tous les ordres de gouvernement, les employeurs et les organismes communautaires ont un rôle à jouer. Qu'il s'agisse de la coordination des efforts des ministères, de l'obtention d'emplois pour les jeunes de la rue à Halifax, de l'établissement de liens entre de nouveaux arrivants et des employeurs à Toronto ou de la création de possibilités d'apprentissage et d'emploi pour les jeunes Autochtones de Regina, la collaboration au sein des gouvernements, entre ceux-ci et avec les différents secteurs a donné des résultats remarquables. Le Comité a constaté qu'un ministère, un ordre de gouvernement ou un secteur ne peut résoudre ces problèmes à lui seul.

Le Comité recommande que :

- **conclue d'autres accords de développement urbain avec les autorités provinciales et municipales, de concert avec les dirigeants communautaires et conformément aux priorités [recommandation 29];**
- **et les gouvernements des provinces procèdent à un examen des politiques et programmes courants et des nouvelles initiatives au niveau interne et sur le plan bilatéral et multilatéral en vue d'éliminer et d'éviter les lacunes et les chevauchements, et ce, par la voie d'une approche pangouvernementale aux problèmes associés à la pauvreté, au manque de logements abordables et à l'itinérance [recommandation 72].**

Diffusion des connaissances

Lorsqu'il a tenu ses audiences et lu les mémoires qui lui ont été présentés, le Comité a constaté que les témoins comparaisant à titre personnel, les organismes bénévoles locaux et nationaux, les groupes de réflexion, les universités et les organisations du secteur privé utilisaient des données provenant de ministères fédéraux, notamment de Statistique Canada et de la Société canadienne d'hypothèques et de logement. Le Comité s'est fait dire à maintes reprises que ces données et d'autres informations que se communiquent les organismes permettent à la fois aux gouvernements et aux groupes locaux de prévoir les besoins et de fournir une aide plus adéquate aux personnes qui ont des problèmes liés à la pauvreté, au logement et à l'itinérance.

Le Comité recommande que le gouvernement fédéral :

- augmente le soutien accordé à Statistique Canada pour la collecte, l'analyse et la diffusion plus abordable des données importantes pour l'évaluation et l'amélioration des programmes sociaux concernant la pauvreté, le logement et l'itinérance [recommandation 73];
- continue de soutenir l'échange de connaissances sur la pauvreté, le logement et l'itinérance [recommandation 74].

Section 1 – Introduction

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie a créé un sous-comité chargé d'étudier les questions sociales d'actualité qui concernent les grandes villes canadiennes. Vu la longueur et le niveau de détail de ce type d'étude, le Sous-comité a décidé de travailler par sections, la première étant consacrée à la pauvreté, au logement et au sans-abrisme. Un premier rapport, exposant les enjeux et les options, a été déposé en juin 2008. Il s'agit du rapport final sur la présente section.

Le Sous-comité a tenu la plupart des audiences et effectué tous les déplacements nécessaires. Bien que le rapport soit le fruit de l'ensemble du Comité, le mot « Comité » renvoie très souvent au Sous-comité et à ses membres. Les autres sections de l'étude sur les villes devraient porter sur l'inclusion sociale (notamment l'établissement des immigrants, ainsi que la criminalité et la sécurité en milieu urbain), sur les économies urbaines et sur les rouages gouvernementaux concernant les questions sociales dans les villes canadiennes.

L'étude sur la pauvreté, le logement et l'itinérance a été amorcée en mai 2007, quand l'économie tournait encore à plein régime et qu'on cherchait essentiellement à aider les personnes extrêmement défavorisées à se préparer à occuper les emplois courants et à venir. En effet, le Comité a vite constaté que, en dépit de la conjoncture favorable de l'époque, beaucoup de gens ne voyaient pas leur sort s'améliorer :

Même en période d'économie florissante, trop de gens sont pauvres, mal logés ou sans abri.

Durant plusieurs années de prospérité, nous avons permis au climat d'insécurité de prendre de l'ampleur et nous avons laissé les plus pauvres devenir encore plus démunis. Il est difficile de s'imaginer ce qui arrivera au Canada lorsque nous vivrons des périodes moins prospères ou lorsqu'il faudra relever de nouveaux défis.

(Greg deGroot-Maggetti, président par intérim du Conseil national du bien-être social, *Témoignages*, 1^{re} session, 39^e législature, 3 mai 2007)

Ces derniers mois cependant, si nous avons obtenu peu de données sur les transformations de l'économie, nous avons en revanche entendu un grand nombre de témoignages traitant non plus d'une situation hypothétique, mais bien de l'exacerbation des difficultés socioéconomiques des personnes défavorisées.

Le Comité a constaté que certains programmes et politiques sont dépassés : ils ne sont plus adaptés aux circonstances auxquelles font face beaucoup trop de personnes et de familles dans le meilleur contexte économique. La conjoncture actuelle rend encore plus urgente la nécessité d'améliorer les politiques et les programmes.

Méthode

Le Comité a entendu plus de 170 témoins jusqu'à présent. Il a publié, en juin 2008, un rapport¹ fondé sur ses travaux de recherche et les témoignages des témoins décrivant les enjeux et les options relativement à la première section de l'étude. Depuis, le Comité a vu ses travaux interrompus par une élection et une prorogation du Parlement, et il a été témoin de profondes transformations de l'économie nationale et des économies locales du Canada. Toujours durant cette période, des témoins représentant la population, incluant les sans-abri et les pauvres, des universitaires, des membres de groupes de réflexion, des porte-parole des autorités provinciales et des administrations locales, ainsi que des représentants d'organisations de la société civile nous ont remis des mémoires, ont rencontré le Comité durant ses déplacements dans tout le Canada ou ont été entendus par le Sous-comité sur les villes pour commenter ces options et proposer des solutions. La liste des personnes entendues par le Comité figure à la fin du présent rapport et du rapport précédent.

Le Comité a axé ses audiences sur trois questions distinctes : la pauvreté, le logement et l'itinérance, mais il sait bien, et il a examiné la question, qu'elles sont interreliées. Il est par exemple particulièrement conscient du fait, mis en relief dans les documents de recherche² ainsi que dans les témoignages³ qu'il a entendus, que la pauvreté, en particulier le manque de revenu, contribue grandement aux problèmes de logement et à l'itinérance.

De même, les gens qui consacrent au logement une part de leur revenu beaucoup trop élevée doivent souvent compter sur des moyens beaucoup trop restreints pour se nourrir, se vêtir et se déplacer.

Si les gens ne peuvent se trouver un logement abordable, ils seront dans une horrible situation. Une grande partie de leur argent servira à payer le loyer, et il n'en restera plus beaucoup pour manger correctement. Comment des parents peuvent-ils aider leur enfant dans ses devoirs avec tout ce stress?

(Michèle Thibodeau-DeGuire, présidente et directrice exécutive, Centraide du Grand Montréal, *Témoignages*, Comité, 1^{re} session, 39^e législature, 14 juin 2007)

Malheureusement, le Comité a constaté que les politiques et programmes publics qui touchent la pauvreté, le logement et l'itinérance sont généralement indépendants les uns des autres, et qu'on ne tient pas suffisamment compte de leurs effets les uns sur les autres. De plus en plus d'analystes et d'intervenants des organisations de la société civile font ressortir les liens entre pauvreté, logement et itinérance, mais les ministères gouvernementaux, les secteurs cloisonnés et les disciplines universitaires verticales sont souvent axés sur un volet à l'exclusion des autres.

¹ Comité sénatorial permanent des affaires sociales, des sciences et de la technologie, *Pauvreté, logement et sans-abrisme : Enjeux et Options*, juin 2008.

² Gordon Laird, SHELTER – Homelessness in a growth economy: Canada's 21st century paradox, A Report for the Sheldon Chumir Foundation for Ethics in Leadership, Sheldon Chumir Foundation for Ethics in Leadership, 2007, p. 85-86; « In the Proper Hands », Margaret Condon et Robyn Newton, SPARC BC Research on Homelessness and Affordable Housing, octobre 2007, p. 10, http://sparc.bc.ca/index.php?option=com_rubberdoc&view=doc&id=69&format=raw, consulté le 8 juillet 2009.

³ Voir, par exemple, Sharon Matthews, *Témoignages*, Comité, 1^{re} session, 39^e législature, 26 avril 2007.

Études précédentes

Le travail du Comité s'inscrit dans la foulée d'autres études réalisées au Sénat du Canada sur les mêmes thèmes, lesquelles ont constitué pour le Comité une source d'inspiration et d'information.

Le rapport Croll

Nous savons que pauvreté veut dire revenus trop faibles, mais nous n'ignorons pas non plus que réduire la pauvreté signifie plus que de faire augmenter des revenus. En 1971, le Rapport Croll énonçait des paramètres essentiels n'ayant aucun rapport avec le revenu, et ils sont toujours d'actualité. Ce sont le logement, l'éducation, les services de santé, les questions liées à l'endettement et au crédit et l'accès à la justice fondamentale.

(Armine Yalnizyan, économiste principale, Centre canadien de politiques alternatives, *Témoignages*, Comité, 2^e session, 39^e législature, 28 février 2008)

Le rapport du sénateur Croll, *La pauvreté au Canada*, déposé en 1971, était l'aboutissement d'une étude de vaste portée de la question et contenait de nombreuses recommandations. Se signalant par une indignation manifeste et des propositions réfléchies, il a été pour beaucoup l'autorité sur la question de la pauvreté dans notre pays. Trente-cinq ans plus tard, on constate que les choses ont bien changé à certains égards, mais pas du tout à d'autres. Pour placer le présent rapport – ses constats et ses recommandations – dans son contexte, il est utile de faire d'abord un bilan des tendances qui persistent et des faits nouveaux.

Le rapport Croll avait un unique sujet explicite (la pauvreté) et le présent rapport en a trois (la pauvreté, le logement et l'itinérance), mais les deux études ont permis de conclure que les problèmes, comme les solutions, vont bien au-delà des grands thèmes abordés. Par exemple, le Comité sénatorial spécial sur la pauvreté, il y a près de quarante ans, et le Comité ont observé que si c'est le revenu qui permet le mieux de mesurer la pauvreté, celle-ci s'exprime concrètement sur bien d'autres plans, comme le logement, par exemple. Qui dit faible revenu dit presque inévitablement logement impropre, peu sûr ou inabordable. Si l'itinérance est un phénomène relativement plus récent, en particulier chez les jeunes et les familles et les femmes qui fuient la violence familiale, l'absence de foyer sûr et abordable rend la vie quotidienne impossible.

En près de 40 ans, de nombreux problèmes liés à la pauvreté sont restés sensiblement les mêmes.

Les deux comités se sont penchés sur les liens entre la pauvreté et l'instruction, l'emploi et la santé, et ont formulé des recommandations à ce sujet. Enfin, les deux comités ont insisté sur l'importance des travaux de recherche et d'évaluation pour contrôler et améliorer la condition des personnes les plus vulnérables sur le plan financier et sur d'autres plans.

Le Comité a voulu savoir ce qui avait changé et ce qui n'avait pas évolué dans la période de presque quarante ans qui s'est écoulée depuis l'étude du sénateur Croll. On lui a répété à maintes reprises que la situation n'avait pas beaucoup changé ou progressé. Un survol du rapport Croll conforte les tenants de cette position.

Ce qui n'a pas changé

Le sénateur Croll ne s'est pas intéressé autant que le Comité aux groupes surreprésentés parmi les pauvres, mais les deux rapports contiennent des recommandations qui visent

certains groupes : les Autochtones, les chefs de famille monoparentale (le plus souvent des femmes, à l'époque comme maintenant), les personnes handicapées et les immigrants.

Le rapport Croll et le nôtre expriment des conclusions analogues et formulent des recommandations similaires au sujet du logement, de l'instruction (de la petite enfance jusqu'aux études postsecondaires), de l'emploi et des soins de santé.

La pauvreté est toujours liée à l'éducation, à l'emploi et à la santé.

Ces similarités sont soulignées dans le contexte des recommandations.

Il est tentant de conclure que rien n'a changé, mais ce serait faire abstraction d'au moins deux changements importants. Premièrement, on dispose maintenant d'instruments de politique et de programmes publics plus nombreux et plus efficaces, qui laissent entrevoir une réduction, voire l'élimination, de la pauvreté chez les enfants et les travailleurs à faible revenu. Deuxièmement, un programme de revenu fédéral a permis de réduire la pauvreté chez les aînés et parfois même de l'éliminer.

Ce qui a changé

Le sénateur Croll considérait l'assurance-chômage (le programme s'appelait ainsi à l'époque) et le Régime de pensions du Canada comme des outils importants dans la lutte contre la pauvreté et il a formulé des recommandations au sujet de l'assurance-chômage en particulier. Or, plusieurs innovations adoptées depuis contribuent à réduire la pauvreté chez certains groupes. En particulier, la Sécurité de la vieillesse et le Supplément de revenu garanti pour les personnes de 65 ans et plus (et pour les survivants un peu moins âgés des personnes de ce groupe d'âge) ont permis de réduire grandement la pauvreté chez les personnes âgées, sur le plan tant de la proportion des personnes qui vivent en deçà du seuil de faible revenu de Statistique Canada⁴ que de l'endroit où elles se situent sous le seuil de faible de revenu. Par ailleurs, la Prestation nationale pour enfants améliore la situation des familles à faible revenu et permet d'espérer de nouvelles réductions de la fréquence et du degré de la pauvreté.

Au moment du rapport Croll, l'emploi était vu comme une bonne manière d'échapper à la pauvreté, mais la multiplication des emplois atypiques – emplois à temps partiel ou de courte durée, etc. – a fait apparaître un groupe nouveau et de plus en plus nombreux qu'on ne connaissait pas encore il y a quarante ans, celui des « travailleurs pauvres ». Cependant, la création récente de la Prestation fiscale pour le revenu de travail permet d'aider les travailleurs à faible revenu et l'on peut espérer que cette prestation réduira la pauvreté dans ce groupe comme on a pu le faire pour les personnes âgées et les familles qui élèvent des enfants.

L'emploi n'est plus un moyen sûr d'échapper à la pauvreté.

⁴ Suivant la définition qu'en donne Statistique Canada, le seuil de faible revenu correspond au niveau de revenu « en deçà duquel une famille est susceptible de consacrer une part plus importante de son revenu à l'achat de nécessités comme la nourriture, le logement et l'habillement qu'une famille moyenne. L'approche consiste essentiellement à estimer un seuil de revenu à partir duquel on s'attend à ce que les familles dépensent 20 points de plus que la famille moyenne pour l'alimentation, le logement et l'habillement », <http://www.statcan.gc.ca/pub/75f0002m/2009002/s2-fra.htm>, consulté le 26 août 2009.

Un bon nombre des solutions proposées dans le rapport Croll sont reprises dans les travaux de recherche, les propos des témoins et les mémoires récents, et, dans l'ensemble, les principes qui sous-tendent ces solutions n'ont rien perdu de leur actualité. Le Comité a envisagé une forme de revenu annuel garanti, proposition qui occupait une place importante parmi les recommandations du rapport Croll. Il a conclu que si un tel revenu est à la fois abordable et suffisant pour sortir les gens de la pauvreté, il pourrait alors constituer un bon programme. Pour vérifier s'il répond à ces critères, le Comité a recommandé une évaluation détaillée de cette option, qui est exposée dans la prochaine section du présent rapport. Le Comité convient qu'un revenu minimum représente un pas important et il recommande d'en faire un objectif pour les programmes combinés de la sécurité du revenu offerts par les gouvernements.

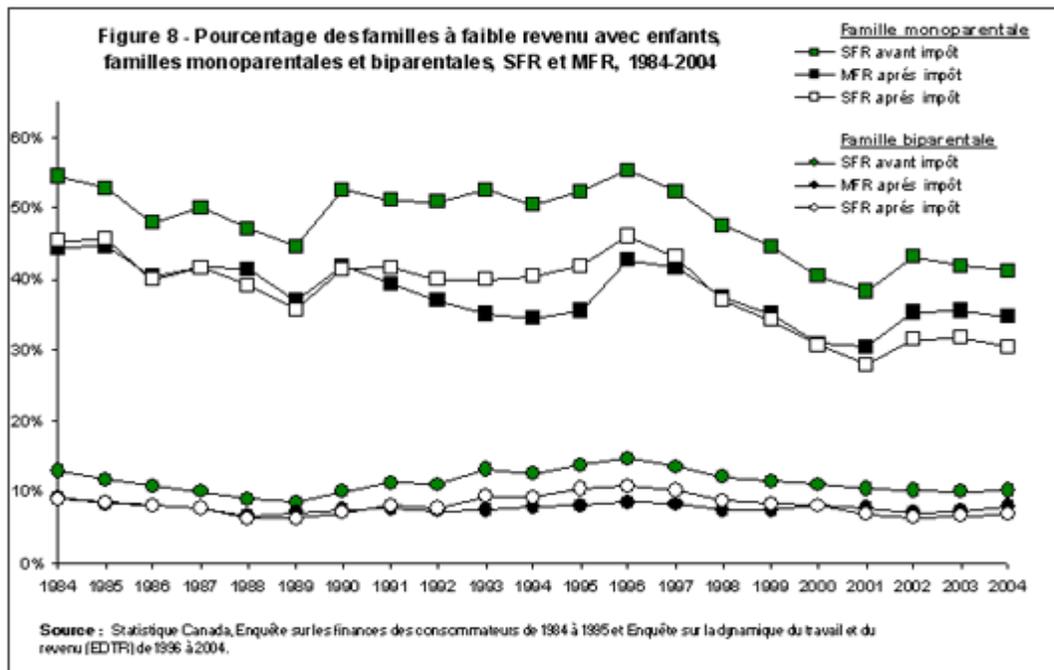
Mesure de la pauvreté

Un des éléments importants du rapport Croll et des recommandations qu'il contient concerne la mesure de la pauvreté, laquelle constitue, pour plusieurs témoins entendus par le Comité, un facteur critique si l'on veut faire progresser la lutte contre la pauvreté. Ce sujet fait d'ailleurs l'objet de nombreux travaux au sein des autres comités parlementaires, ainsi que dans l'administration gouvernementale, au Canada et à l'étranger.

Au Canada, on emploie trois mesures en guise de « seuil de pauvreté » : les seuils de faible de revenu, la mesure axée sur les conditions du marché et la mesure de faible revenu. Des trois, les seuils de faible revenu sont les plus anciens. Les deux premières mesures reposent sur la proportion du revenu du ménage qui est consacrée à certains groupes de biens; dans le cas des seuils de faible de revenu, il s'agit de l'alimentation, du logement et de l'habillement et dans le cas de la mesure axée sur les conditions du marché, c'est un « panier » de biens prédéterminé. La mesure de faible revenu, elle, repose sur une proportion du revenu médian, de 50 % dans les chiffres canadiens, et souvent de 60 % dans les pays européens.

Le graphique ci-dessous, présenté à titre d'illustration uniquement, montre que les courbes correspondant à ces mesures sont similaires.

Figure 1 – Comparaison des taux de pauvreté en fonction des seuils de faible revenu et de la mesure de faible revenu⁵



Les courbes obtenues avec la mesure axée sur les conditions du marché pourraient présenter davantage de divergences, mais le Comité a conclu que le choix ou la création d'un « seuil de pauvreté » officiel n'est pas absolument nécessaire pour évaluer le problème ou recommander des solutions. Sauf indication contraire, le Comité se sert principalement dans son rapport des seuils de faible revenu (après impôt).

Revenu annuel garanti

Une des principales recommandations du rapport Croll concernait l'établissement d'un revenu annuel garanti. D'autres ont recommandé la même chose depuis, notamment la Commission royale sur l'union économique et les perspectives de développement du Canada⁶ et au moins un Comité sénatorial (voir ci-dessous).

Le Comité a organisé une table ronde sur cette question⁷, après un colloque parrainé par la Bibliothèque du Parlement sur le même sujet. Il a demandé aux témoins qui ont comparu devant lui ce qu'ils pensaient de l'idée d'un revenu annuel garanti pour réduire voire éliminer la pauvreté, rendre le logement plus abordable et atténuer l'itinérance. Les avis étaient partagés et les opinions à ce sujet exprimées avec véhémence.

⁵ « Suivi des progrès : Indicateurs de niveau sociétal », *La Prestation nationale pour enfants – Rapport d'étape 2006*, <http://www.nationalchildbenefit.ca/fra/06/chap4.shtml>, consulté le 28 août 2009.

⁶ Commission royale d'enquête sur l'union économique et les perspectives de développement du Canada, *Résumé des conclusions et recommandations*, 1985, p. 39.

⁷ *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 13 juin 2008.

Dans l'ensemble, on s'entend pour dire que cette formule a donné d'excellents résultats chez les personnes âgées et qu'une approche similaire à l'égard des enfants donnerait sans doute des résultats satisfaisants, mais son application aux adultes est loin de faire l'unanimité, même chez les personnes qui ont administré des programmes expérimentaux de revenu annuel garanti.

On s'est aussi longuement interrogé sur la question de savoir si un programme de revenu annuel garanti serait financièrement envisageable et s'il entraînerait l'élimination de programmes qui demeureraient néanmoins nécessaires même si tous les revenus étaient effectivement suffisants. À ce sujet aussi, les avis divergeaient.

Comme il est indiqué précédemment, le Comité a présenté une série de recommandations qui, ensemble, prévoient un revenu de base en deçà duquel aucun Canadien ne devrait tomber; sous réserve de renseignements additionnels, le Comité reste ouvert à la possibilité d'un transfert unique de revenu. Il demande par ailleurs qu'une évaluation détaillée des projets ayant porté sur un revenu de base au Nouveau-Brunswick et au Manitoba inclut le revenu annuel garanti et qu'elle s'inscrive dans une étude des coûts et des avantages que présentent les solutions au problème de la pauvreté et des solutions de rechange.

« Le point critique »

En 1997, la sénatrice Erminie Cohen a produit un rapport sur la pauvreté chez les enfants au Canada intitulé *La pauvreté au Canada : le point critique*⁸ pour revenir sur les engagements énoncés dans le rapport Croll de 1971⁹ et faire le point de la situation un quart de siècle plus tard. Son rapport présente un aperçu instructif de la pauvreté chez les salariés et les sans-emploi parmi les groupes surreprésentés comme les Autochtones, les personnes handicapées, les jeunes et les personnes âgées. La sénatrice a étudié le rôle du marché du travail de même que nos obligations internationales, ainsi que d'autres thèmes qui ont refait surface dans notre propre étude. Dans son rapport, elle critique vivement notre système de taxes et de transferts et, à l'instar du sénateur Croll avant elle, réclame des changements. Trop peu de ses propositions ont été adoptées.

Rapports récents de comités sénatoriaux

Ces dernières années, trois autres comités sénatoriaux ont abordé la question de la pauvreté. Il en est question dans les lignes qui suivent.

Jeunes Autochtones vivant en milieu urbain

Le Comité sénatorial permanent des peuples autochtones a commencé l'étude des questions touchant les jeunes Autochtones vivant en milieu urbain en octobre 2002. Il a examiné en particulier l'accessibilité, l'éventail et la prestation des services, les problèmes liés aux politiques et aux compétences, l'emploi et l'éducation, l'accès aux débouchés économiques, la participation et l'autonomisation des jeunes, et d'autres questions connexes. Il a entendu plus de cent témoins et s'est rendu à Winnipeg, Edmonton et Vancouver, où il a recueilli le témoignage de plusieurs organisations et fournisseurs de services autochtones et mené une

⁸ Erminie Cohen et Angela Petten, *La pauvreté au Canada : le point critique*, 1997.

⁹ *Ibid*, p. ix.

série de tables rondes avec de jeunes Autochtones. Son rapport final, *Les jeunes Autochtones vivant en milieu urbain – Plan d'action pour le changement*¹⁰, a été déposé au Sénat en octobre 2003.

Les recommandations contenues dans le rapport proposent des stratégies à court et à long terme pour tenir compte des aspirations des jeunes et ainsi bâtir les assises grâce auxquelles il sera possible de nourrir, de soutenir et d'actualiser leur potentiel. Elles formulent un plan d'action détaillé et concret pour soutenir le bien-être social, culturel et économique des jeunes Autochtones vivant en milieu urbain et suggèrent une stratégie de réforme proactive, positive et axée sur l'avenir.

Pauvreté en milieu rural

En 2008, le Comité sénatorial permanent de l'agriculture et des forêts a passé 18 mois à étudier l'étendue et l'importance de la pauvreté rurale, la situation relative du Canada par rapport aux autres pays de l'Organisation de coopération et de développement économiques (OCDE) à ce chapitre et les principales causes de la diminution des débouchés pour les Canadiens vivant en région rurale. Le Comité a entendu des centaines de témoins et a effectué sept voyages pour se rendre dans une vingtaine de petites villes dans toutes les régions du pays avant de déposer son rapport *Au-delà de l'exode – Mettre un terme à la pauvreté rurale*¹¹ en juin 2008. Dans ce rapport, le Comité s'est intéressé spécifiquement aux enjeux de la politique sociale, et en particulier aux six thèmes suivants : politiques de soutien du revenu, éducation, logement, criminalité, immigration et accès aux services de santé. Les recommandations en matière de logement et de soutien du revenu touchent certaines des questions abordées dans le présent rapport et sont citées ici.

Vieillesse

Pendant plus de deux ans, le Comité sénatorial spécial sur le vieillissement s'est penché sur un vaste éventail de questions complexes pour déterminer si le Canada offre aux personnes âgées qui en ont besoin les bons programmes au moment opportun. Ainsi, le Comité a étudié les programmes et services publics offerts aux personnes âgées pour en faire ressortir les lacunes au regard des besoins et s'est penché sur les conséquences du vieillissement démographique sur le plan de la prestation des services dans l'avenir. Il a tenu des audiences et mené une enquête par questionnaire auprès des organisations qui représentent les personnes âgées; il a invité des spécialistes à participer à des tables rondes et il s'est rendu un peu partout au Canada pour entendre la population sur les enjeux du vieillissement, en particulier pour se renseigner de première main sur la condition des personnes âgées.

Le Comité a abordé de nombreux sujets : vie active et bien-être; transport et logement; retraite et sécurité financière; mauvais traitements et négligence; prévention et promotion de la santé; et enfin, soins de santé, en ce qui concerne notamment les maladies chroniques, la

¹⁰ Comité sénatorial permanent des peuples autochtones, *Les jeunes Autochtones vivant en milieu urbain – Plan d'action pour le changement*, rapport final, 2003, <http://www.parl.gc.ca/37/2/parlbus/commbus/senate/com-f/abor-f/rep-f/repfinoct03-f.pdf>, consulté le 26 août 2009.

¹¹ Comité sénatorial permanent de l'agriculture et des forêts, *Au-delà de l'exode – Mettre un terme à la pauvreté rurale*, rapport final, 2008, <http://www.parl.gc.ca/39/2/parlbus/commbus/senate/com-f/agri-f/rep-f/rep09jun08-f.pdf>, consulté le 26 août 2009.

consommation de médicaments, la santé mentale, les soins palliatifs, les soins à domicile et les aidants naturels.

Dans son rapport final, *Le vieillissement de la population, un phénomène à valoriser*¹² déposé en avril 2009, le Comité aborde entre autres la lutte contre la pauvreté chez les personnes âgées. Le présent rapport fait état de certaines des observations du Comité à cet égard et fait écho à certaines de ses recommandations.

Rapports du Comité

Pauvreté infantile

Le Comité sénatorial permanent des affaires sociales, des sciences et de la technologie s'intéresse depuis longtemps à la condition des enfants. En fait, il a commencé à s'y intéresser plus de dix ans avant la parution du rapport de 1991 intitulé *La pauvreté dans l'enfance, vers un avenir meilleur*¹³. Comme le présent rapport, ce rapport sur la pauvreté chez les enfants signalait le cas particulier des travailleurs pauvres, dont on traite en détail ici. Il traitait aussi de groupes particuliers, dont les femmes et les Autochtones, et abordait des thèmes connexes comme la santé, l'éducation et le logement. Le présent rapport traite de thèmes analogues, près de 20 ans plus tard. Certaines recommandations sur la pauvreté infantile sont reprises et adaptées dans le présent rapport; il en est fait mention aux endroits pertinents.

Santé mentale

Le Comité sénatorial a publié en 2006 un rapport sur la santé mentale intitulé *De l'ombre à la lumière – La transformation des services concernant la santé mentale, la maladie mentale et la toxicomanie au Canada*¹⁴ dans lequel il mettait en relief la relation entre santé mentale et pauvreté et entre les problèmes de santé mentale et l'itinérance. Le rapport, de vaste portée, traitait entre autres des programmes de sécurité du revenu, des questions de formation et d'emploi, de la stigmatisation des personnes atteintes de maladie mentale et des droits de la personne, toutes questions que l'on aborde dans la présente étude.

Des études sur la santé mentale et sur la santé des populations ont montré de quelle façon la santé et la pauvreté interagissent.

Santé des populations

De même, le Sous-comité sur la santé des populations du Comité s'est concentré sur les déterminants de la santé, notamment la pauvreté, l'éducation et

¹² Comité sénatorial spécial sur le vieillissement, *Le vieillissement de la population, un phénomène à valoriser*, rapport final, 2009, <http://www.parl.gc.ca/40/2/parlbus/commbus/senate/com-f/agei-f/rep-f/AgingFinalReport-f.pdf>, consulté le 26 août.

¹³ Comité sénatorial permanent des affaires sociales, des sciences et de la technologie, *La pauvreté dans l'enfance – Vers un avenir meilleur*, 1991. (Ce document n'existe pas sur support électronique.)

¹⁴ Comité sénatorial des affaires sociales, des sciences et de la technologie, *De l'ombre à la lumière – La transformation des services concernant la santé mentale, la maladie mentale et la toxicomanie au Canada*, 2006, <http://www.parl.gc.ca/39/1/parlbus/commbus/senate/com-f/soci-f/rep-f/pdf/rep02may06part1-f.pdf>, consulté le 26 août 2009.

l'insécurité en matière de logement. Intitulé *Un Canada en santé et productif – Une approche axée sur les déterminants de la santé*¹⁵, le rapport, paru en juin 2009, contient des recommandations qui concernent un bon nombre des problèmes persistants abordés dans la présente étude et dont certaines sont reprises ici.

Le Comité a cherché à bâtir à partir des travaux de ceux qui l'ont précédé, sans cependant faire double emploi. En conséquence, il se fait l'écho de certaines des recommandations formulées dans ces autres rapports, quand elles sont conformes à ses propres constats et qu'elles n'ont pas encore été mises en œuvre.

Analyses

La présente étude a examiné sous différents angles les recherches et les témoignages. L'annexe 2 fournit de plus amples renseignements sur chacun d'eux. En voici toutefois un bref résumé.

Premièrement, le Comité reconnaît l'importance des trois secteurs – public, privé et bénévole – dans l'exécution de politiques et de programmes optimaux qui touchent la pauvreté, le logement et l'itinérance. Il s'est penché sur les politiques et les programmes publics, mais n'a pas manqué de relever les contributions du secteur privé dans ces dossiers et il a entendu de nombreux témoins qui représentent des organismes de bienfaisance, ainsi que des membres du personnel et des clients de divers organismes dans différentes villes du Canada.

Deuxièmement, le Comité a cherché à savoir comment la situation des personnes et des familles évolue au cours de la vie, notamment durant les tournants que sont, par exemple, le passage de l'école au marché du travail, l'arrivée d'un enfant, la nécessité de prodiguer des soins à un aîné, la perte ou le changement d'emplois et la retraite, car c'est dans ces tournants que des Canadiens doivent s'adapter à une nouvelle situation porteuse de difficultés sociales et économiques.

Troisièmement, le Comité s'est intéressé de près à la représentation disproportionnelle de certains groupes parmi les personnes qui sont aux prises avec des difficultés sociales et économiques, à savoir les Autochtones, les personnes handicapées (incluant les personnes ayant une déficience sensorielle ou intellectuelle, une mobilité réduite ou une maladie mentale), les chefs de famille monoparentale (surtout des femmes) et les nouveaux Canadiens. Il a cherché à déterminer comment l'appartenance à ces groupes et certaines caractéristiques, dont le sexe et la race, interagissent pour créer des obstacles particulièrement complexes, et comment les politiques et les programmes aident les membres de ces groupes à surmonter ces obstacles.

¹⁵ Comité sénatorial permanent des affaires sociales, des sciences et de la technologie, *Un Canada en santé et productif – Une approche axée sur les déterminants de la santé*, rapport final, Sous-comité sénatorial sur la santé des populations, 2009, <http://www.parl.gc.ca/40/2/parlbus/commbus/senate/com-f/popu-f/rep-f/rephealth1jun09-f.pdf>, consulté le 26 août 2009.

Quatrièmement, le Comité est bien conscient que les problèmes de pauvreté, de logement et d'itinérance se posent différemment en milieu urbain dans différentes régions du Canada. Ces disparités régionales sont attribuables à des facteurs démographiques, dont le nombre et la proportion de nouveaux venus et d'Autochtones, de même qu'à certains facteurs économiques locaux comme l'accessibilité à des terrains ou le prix relatif du combustible de chauffage.

Enfin, le Comité a porté une attention particulière aux questions relatives à la compétence en ce qui a trait, d'une part, à l'interaction souvent complexe entre les diverses administrations (fédérale, provinciales/territoriales et municipales) et, d'autre part, aux dossiers où prime la compétence fédérale, par exemple les Premières nations dans les réserves et les nouveaux venus. Le Comité a quand même formulé des recommandations qui ont une incidence sur d'autres administrations, mais il a tenu compte des questions de compétence dans la formulation et l'expression de ces recommandations.

Tous les gouvernements ont un rôle important à jouer pour assurer un revenu suffisant et un logement adéquat à tous.

Contraintes

Le Comité a tenu 39 audiences et organisé cinq tables rondes. Il a entendu 175 témoins, s'est rendu dans neuf villes du Canada et a rencontré les représentants de plus de 20 organismes de services aux pauvres, aux mal-logés et aux sans-abri, et a souvent eu l'occasion de rencontrer des clients de ces organismes. Certains témoins et des personnes qui n'ont pas comparu ont envoyé au Comité un mémoire ou des commentaires.

Par ailleurs, le Comité a étudié des documents émanant des gouvernements, des universités et d'autres sources pour se renseigner sur les chiffres, les programmes, les politiques et les mesures concernant la pauvreté, le logement et l'itinérance dans les grandes villes canadiennes. Le présent rapport repose sur ces recherches et témoignages et ces mémoires et conversations.

Nous nous sommes efforcés de fournir des informations complètes et à jour sur les problèmes étudiés, mais le présent rapport est néanmoins forcément limité. Nous n'avons pas mentionné toutes les organisations qui font un excellent travail, non plus que tous les programmes pertinents de toutes les provinces et toutes les villes. Même les programmes fédéraux ne figurent ici que si nos recherches et les témoignages entendus nous disent qu'ils sont particulièrement efficaces ou qu'ils créent des obstacles particuliers pour les pauvres, les mal-logés et les sans-abri. Autrement dit, nous nous sommes rendu compte que certaines politiques et certains programmes publics ne donnent pas les résultats escomptés dans un monde et une économie en constante évolution tandis que d'autres font la preuve de leur efficacité en dépit des circonstances difficiles dans lesquelles se trouvent les personnes et les familles.

Certains groupes sont surreprésentés parmi les personnes aux prises avec des problèmes de revenu et de logement.

Le Sous-comité a eu le privilège d'observer sur place l'excellent travail des organisations locales sans but lucratif. Les employés, les clients et les bénévoles œuvrent ensemble à la création de communautés où l'on se soucie du bien-être de tous et qui sont une source d'inspiration. Ainsi, ces organisations exploitent des ressources variées, font appel à diverses sources de financement, emploient des bénévoles et, par leur détermination et leur persistance et grâce à leurs innovations, elles rendent leur collectivité plus résiliente.

Souvent, a-t-on dit au Comité, ces organisations commencent par offrir un service à un groupe spécifique, puis elles se développent à mesure qu'augmentent les besoins. Ainsi, les organisations ont souvent pris de l'expansion de cette manière et les collectivités ont crû avec elles. Ces organisations peuvent parfois atténuer réellement la pauvreté ou l'itinérance, mais dans d'autres cas, elles ne peuvent que rendre ces conditions plus tolérables. Les organisations ont parfois des rapports très courts avec leurs clients, comme dans le cas de celles qui offrent un refuge pour la nuit, et parfois des relations de longue durée. Peu importe, le Comité a été impressionné par le service, les solutions et les personnes qui vivent au quotidien les problèmes que posent la pauvreté et l'itinérance. Le Comité est reconnaissant à toutes les personnes qui ont contribué de quelque manière que ce soit à la présente étude.

Les initiatives locales sont incluses dans les pratiques prometteuses tout au long du rapport, mais elles sont aussi décrites individuellement à l'annexe 3. Chaque organisation visitée et chaque programme dont le Comité a été saisi est mentionné. Ces notes ne se veulent pas exhaustives, mais donnent un aperçu de ce que le Comité a vu et entendu durant son étude.

Nous trouvons encourageants les progrès remarquables réalisés par les gouvernements, les employeurs, les organisations locales de services et les familles dans la lutte contre la pauvreté et les problèmes de logement.

Structure du rapport

Le Comité est conscient de la complexité des trois grands sujets à l'étude et des démarches qu'il a choisi de suivre. Il a choisi d'aborder chacun des trois thèmes l'un après l'autre (la section 2 portait sur la pauvreté, la section 3 sur le logement et la section 4 sur l'itinérance). Nous avons consacré une section spécifiquement aux groupes surreprésentés parmi les pauvres, les personnes mal logées et les sans-abri, ainsi qu'aux politiques et programmes visant à remédier à cet état de choses (section 5). Dans chaque section, nous passons en revue les problèmes persistants et les pratiques prometteuses.

Une sixième section porte sur la manière dont les pouvoirs publics et le secteur privé ainsi que le secteur bénévole et communautaire pourraient se concerter pour résoudre les problèmes complexes et interconnectés que posent la pauvreté, le manque de logements abordables et l'itinérance.

Les recommandations sont distribuées dans ces sections, mais on en trouvera un récapitulatif en fin de rapport.

Section 2 : La pauvreté

Au fond, les gens ne veulent pas mieux vivre dans la pauvreté; ils veulent pouvoir sortir de la pauvreté. À notre avis, les politiques publiques et les institutions ne sont pas conçues pour aider les gens à échapper à la pauvreté. Elles visent seulement à leur permettre de mieux vivre, tout en restant pauvres.

Nous investissons d'énormes montants de fonds publics et de dons de charité pour gérer les effets de la pauvreté : maladie, toxicomanie, crime, analphabétisme, dépendance à long terme de l'aide sociale, logement social, et cetera. Très peu de cet argent permet d'améliorer vraiment les conditions socioéconomiques des familles à faible revenu. Cela doit changer.

(Tom Gribbons, Témoignages, Sous-comité sur les villes, 2^e session, 40^e législature, 3 juin 2009)

Au fond, les gens ne veulent pas mieux vivre dans la pauvreté; ils veulent pouvoir sortir de la pauvreté.

Tom Gribbons

Le Comité a entamé ses audiences en sachant que la pauvreté tient à la convergence de situations personnelles et de facteurs systémiques. Parmi les décisions personnelles : quand se marier et avoir des enfants, terminer ou non ses études secondaires, faire ou non des études postsecondaires, effectuer des choix qui se répercutent sur la santé physique ou mentale. Parmi les facteurs systémiques : les obstacles aux études, l'accès à des perspectives d'emploi et les modalités des politiques et des programmes gouvernementaux. Le Comité n'avait pas l'intention de déterminer lesquels, des facteurs individuels ou des facteurs systémiques, pèsent le plus sur la pauvreté et d'autres formes de marginalisation, mais il a beaucoup appris sur leur interaction.

Surtout, il a appris que la pauvreté peut être de courte durée ou qu'elle peut s'inscrire dans un contexte intergénérationnel. Il suffit à certains de trouver un emploi pour s'affranchir de la pauvreté; d'autres auront besoin de plusieurs années de rattrapage et de soutien suivi, notamment en matière d'éducation et de santé. Certains revenus équivalent à moins de la moitié du seuil de faible revenu de Statistique Canada, alors que d'autres sont très proches de ce seuil. Et la pauvreté peut être l'affaire d'une seule fois, ou elle peut revenir régulièrement, entrecoupée par des périodes de revenu élevé.

Le Comité a aussi appris que les personnes qui ont un revenu insuffisant ou inexistant se retrouvent isolées, exclues de beaucoup d'avantages et d'activités que la plupart tiennent pour acquis. Cette expérience se vit toutefois dans un contexte, souvent un milieu communautaire qui réalise des interventions généreuses et concrètes, mais qui ne peut agir avec toutes l'expertise et les ressources nécessaires sur une période prolongée.

Les personnes pauvres sont exclues des avantages que la plupart tiennent pour acquis.

Le Comité a enfin appris que les problèmes économiques et sociaux qui ont trait au revenu et au logement ne sont pas le fruit du hasard. Certains groupes sont beaucoup plus susceptibles de connaître ces difficultés, et souvent sur une longue période, en particulier les personnes seules, les chefs de famille monoparentale, certains nouveaux venus au Canada, les Autochtones et les personnes handicapées. Le Comité n'a rien négligé pour évaluer dans quelle mesure les programmes courants leur sont adaptés, ce dont il sera question dans le

présent chapitre. Il offre aussi une description plus détaillée de ces groupes et, dans une autre section du rapport, évalue les programmes qui leur sont expressément destinés.

2.1 Problèmes persistants

Le piège de l'aide sociale

[L]e système de sécurité sociale conçu dans les années 1930 et 1940, mis sur pied en grande partie pendant l'après-guerre, est de moins en moins pertinent, vu la situation sociale, économique et politique du Canada.

(Ken Battle, *Témoignages*, Comité, 1^{re} session, 39^e législature, 3 mai 2007)

Beaucoup de Canadiens, surtout ceux des groupes surreprésentés, ont pour seule source de revenu l'aide de l'État : aide sociale, prestations d'invalidité du régime d'aide sociale ou du Régime de pensions du Canada, Sécurité de la vieillesse et/ou Supplément de revenu garanti.

Les politiques et les programmes doivent avoir pour objectif de faire sortir les gens de la pauvreté.

On a expliqué au Comité que les montants versés sont insuffisants, que la source de revenu est souvent peu sûre et peu fiable et que les mesures de soutien enferment les gens dans une situation dont il est presque impossible de s'échapper. C'est ce qu'on appelle le « piège de l'aide sociale » ou parfois le « mur de l'aide sociale ». Son incidence nette a été résumée par un expert en sécurité du revenu, qui a décrit l'aide sociale comme une « forme subtile de micro-colonisation des pauvres par l'État, qui leur enlève tout pouvoir et les dissuade d'agir pour améliorer leur sort¹⁶ ».

Cet écheveau de programmes que nous avons est tellement complexe, un véritable parcours avec des obstacles, des sauts et des dédales. Voilà ce qui crée bon nombre des problèmes qui nous rongent. Ce n'est pas comme si cette complexité dont nous parlons nous était tombée dessus : nous l'avons créée, ce qui signifie que nous pouvons la démêler, mais ce sera difficile.

(Sheila Regehr, directrice, Conseil national du bien-être social, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009)

Les programmes de soutien du revenu sont un véritable parcours « avec des obstacles, des sauts et des dédales ».

La transition entre la dépendance à l'égard de l'aide sociale et l'intégration au marché du travail comporte des obstacles qui peuvent empirer la situation financière d'une personne ou d'une famille. Les facteurs de dissuasion sont énormes. Le rapport de 1991 sur la pauvreté chez les enfants présentait des recommandations précises sur les moyens de faciliter cette transition, par exemple en élaborant une politique nationale de garde d'enfants, en

¹⁶ Rick August, tiré d'un document inédit, cité dans Ken Battle et coll., *Towards A New Architecture for Canada's Adult Benefits*, Caledon Institute of Social Policy, 2006, p. 11. [traduction]

augmentant le salaire minimum et en assouplissant les programmes d'aide sociale pour faciliter la transition vers l'emploi¹⁷.

Comme il a été indiqué au début de la présente section, un témoin qui représentait le milieu des affaires a décrit comment les politiques et programmes actuels servent non pas à sortir les gens de la pauvreté, mais plutôt à les aider à mieux vivre dans la pauvreté¹⁸.

Un autre témoin a fait mention des effets pervers de ces programmes :

[L]'interaction des programmes fédéraux et des programmes provinciaux conduit souvent à des effets pervers; c'est-à-dire que les gens travaillent davantage tout en ayant un revenu disponible inférieur.

(Sid Frankel, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Sur une note plus personnelle, un témoin a évoqué le contrecoup de cette interaction sur la vie d'une famille :

À Winnipeg, nous savons qu'une famille doit s'adresser à sept bureaux fédéraux et provinciaux chaque mois alors qu'ils n'ont même pas assez d'argent pour prendre l'autobus. S'il vous plaît, demandez à tous ces services gouvernementaux qui travaillent chacun dans leur tour d'ivoire de commencer par se parler entre eux.

(David Northcott, directeur exécutif, Winnipeg Harvest, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 1^{er} mai 2008)

Recommandation 1

Le Comité recommande que le gouvernement fédéral ait pour objectif fondamental en matière de lutte contre la pauvreté de faire sortir les Canadiens de la pauvreté au lieu de les aider à mieux y vivre, dans le cadre des programmes visant à enrayer la pauvreté et l'itinérance, et qu'il collabore avec les provinces et les territoires pour qu'ils adoptent un objectif semblable.

Taux effectif marginal d'imposition

Une étude ontarienne a signalé les changements qui se produiraient si un chef de famille monoparentale quittait le programme Ontario au Travail pour un emploi rémunéré :

« [P]erte des prestations d'aide sociale pour l'adulte et chaque enfant; augmentation des frais de garde; perte de l'assurance dentaire de base pour les enfants; perte de l'assurance pour les médicaments sur ordonnance qui n'a pas besoin d'être payée d'avance; perte de l'allocation de retour à l'école; perte de l'allocation pour vêtements d'hiver; perte de l'allocation pour régime alimentaire spécial; perte des prestations pour un déménagement nécessaire sur le plan médical; seuil de revenu net auquel l'impôt fédéral est exigible fixé à environ 1 600 \$ par mois; et possibilité de réduction des crédits pour taxe de vente de l'Ontario¹⁹ ».

De plus, le chercheur principal de cette étude a, dans son témoignage devant le Comité, indiqué qu'il pourrait y avoir une hausse du loyer si le revenu dépassait les prestations

¹⁷ Comité sénatorial des affaires sociales, des sciences et de la technologie, *La pauvreté dans l'enfance : vers un avenir meilleur*, 1991.

¹⁸ Tom Gribbons, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 3 juin 2009.

¹⁹ *Time for a Fair Deal. Report of the Task Force on Modernizing Income Security for Working-Age Adults* (MISWAA), St. Christopher House et Toronto City Summit Alliance, 2006, p. 26, http://www.torontoalliance.ca/MISWAA_Report.pdf, consulté le 17 juillet 2009. [traduction]

d'Ontario au travail et si la famille vivait dans un logement dont le loyer est indexé sur le revenu²⁰. Ces obstacles sont souvent appelés le « taux effectif marginal d'imposition », qui peut dans certaines circonstances dépasser 100 % et désavantager financièrement le nouveau travailleur malgré une augmentation de revenu.

Le Comité a appris que cette situation n'est pas particulière à l'Ontario :

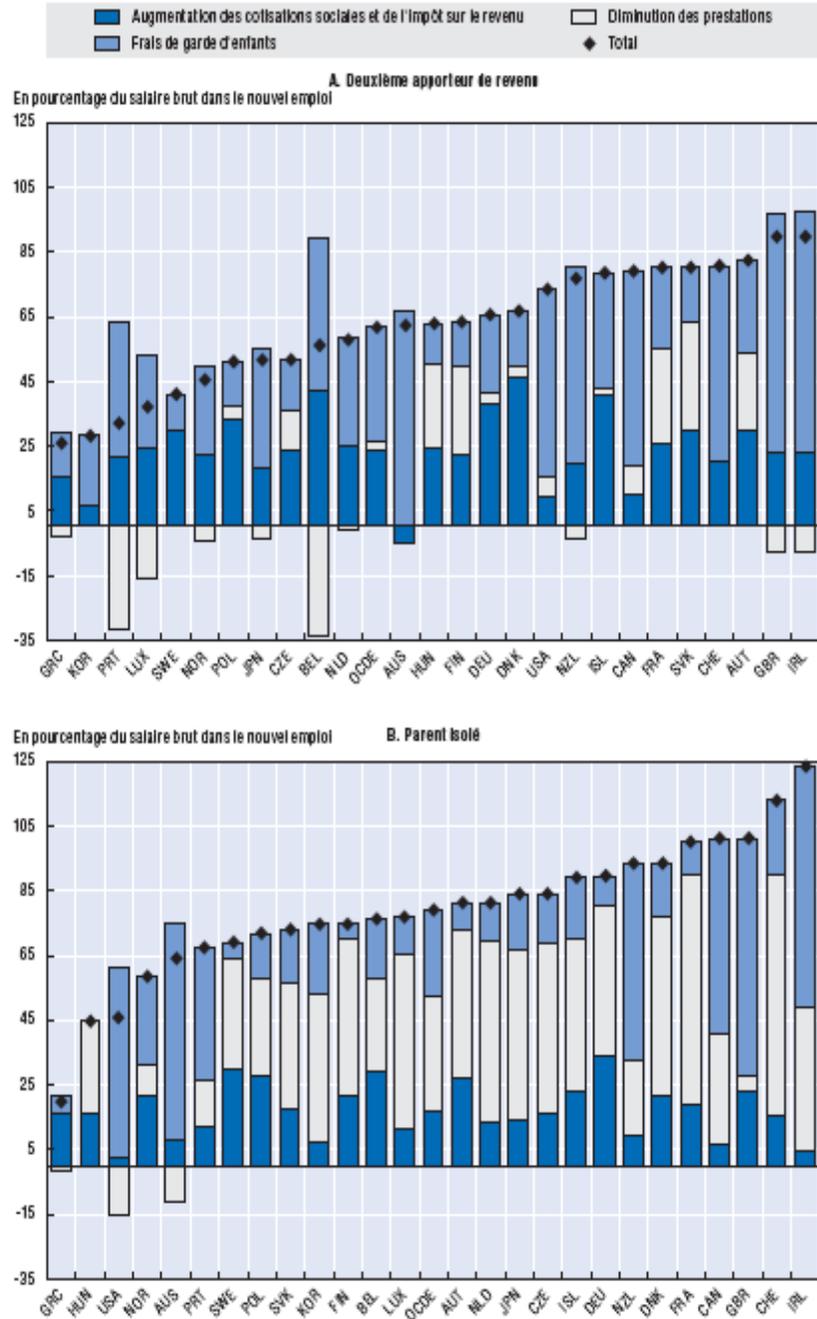
L'administration fédérale et les provinces ont créé des situations où les travailleurs pauvres qui dépassent le seuil établi pour l'accès à l'aide sociale n'envisagent pas de suivre des cours de formation avancée, étant donné que, s'ils touchent 100 \$ de plus par mois, ils vont en perdre 75 \$ en tout en raison des primes d'assurance-emploi, des primes du RPC, [...] et cetera.

(John Richards, Témoignages, Comité, 2e session, 39e législature, 13 décembre 2008)

Ces obstacles – qui varient un peu d'une province (et parfois d'une ville) à l'autre – ont été signalés par les chefs de famille monoparentale et les autres bénéficiaires de l'aide sociale désireux de s'en sortir qui ont témoigné devant le Comité dans sa tournée des villes canadiennes. Comme tous les pouvoirs publics offrent des programmes censés faciliter la transition, il devient presque impossible, une fois qu'ils sont combinés, de quitter l'aide sociale pour parvenir à l'indépendance financière au moyen d'un emploi. Par exemple, des témoins de plusieurs groupes ont dit au Comité qu'une perte de revenu sur la courte période qui sépare le début de l'emploi et la réception du premier chèque de paie peut être un obstacle insurmontable pour un ménage qui part de presque rien. Les chiffres ci-dessous montrent que le Canada n'est pas le seul pays à ériger ce type d'obstacle, mais que son taux effectif marginal d'imposition compte parmi les plus élevés de l'OCDE pour les deuxièmes travailleurs du ménage et les chefs de famille monoparentale.

²⁰ John Stapleton, *Témoignages*, Comité, 2^e session, 39^e législature, 13 décembre 2007.

Figure 2 – Impôt implicite sur la reprise du travail, 2004²¹



²¹ Organisation de coopération et de développement économiques, *Réformes économiques – Objectif croissance – 2009*, 2009, p. 127.

Épuisement de l'avoir

Des témoins ont fait part au Comité des exigences strictes concernant l'épuisement de l'avoir qu'imposent de nombreux programmes de soutien du revenu, et en particulier l'aide sociale²². Le Comité comprend l'utilité d'empêcher les personnes ayant un revenu supérieur de se prévaloir des programmes de soutien du revenu, mais il en est venu à trouver que l'obligation d'épuiser presque tous les actifs personnels pour être admissible à ce type d'assistance relève d'une vision à courte vue. Par exemple, en forçant quelqu'un à vendre son véhicule ou sa maison, on ne fait que substituer le paiement d'un bien (auto ou hypothèque) au paiement d'un service (transport en commun ou taxi ou encore loyer). De plus, la perte de la maison ou de l'auto peut non seulement compliquer la recherche d'un emploi, mais aussi entraîner des frais pour leur remplacement pendant la période de transition où la personne ne reçoit plus de services liés à l'aide sociale.

Quand les personnes commencent à recevoir de l'aide sociale, nous les dépoissons de leurs biens. Une fois que vous êtes dans le trou, comment pouvez-vous en sortir? [...] Si vous devez recevoir de l'aide sociale, vous pouvez être certain que vous êtes bel et bien pauvre.

(Michael Mendelson, chercheur principal, Caledon Institute of Social Policy, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Si vous devez recevoir de l'aide sociale, vous pouvez être certain que vous êtes bel et bien pauvre.

Michael Mendelson

Des témoins ont soutenu qu'au lieu d'exiger l'épuisement de l'avoir, on devrait faire plus pour encourager la création d'actifs :

Nous avons beaucoup parlé de revenus, mais pas de richesse. Les gouvernements font beaucoup pour diminuer les inégalités de revenus, cependant ces politiques augmentent les inégalités de richesse. Lorsqu'on pense au fait, par exemple, que nous pouvons maintenant mettre une partie de notre argent à l'abri de l'impôt, voilà un bon coup de pouce quand on a un emploi et qu'on gagne suffisamment d'argent, cela nous permet de bâtir des actifs. Par contre, pour les gens se trouvant au bas de l'échelle, les programmes pour les aider à bâtir leurs actifs n'existent à peu près pas. Le gouvernement fédéral pourrait certainement faire quelque chose à ce niveau.

(Marie-France Raynault, directrice, Département de médecine sociale et Programme de résidence en santé communautaire, Université de Montréal, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Le Comité se fait l'écho d'une recommandation d'un témoin, présentée au cours d'une récente conférence sur la politique sociale²³.

Recommandation 2

Le Comité recommande que les gouvernements provinciaux relèvent les limites actuelles sur l'avoir des personnes admissibles pendant les six à douze premiers mois, afin de permettre aux gens qui bénéficient de l'aide sociale sur une courte

²² Voir par exemple Sid Frankel, *Témoignages*, Comité, 1^{re} session, 39^e législature, 10 mai 2007.

²³ Michael Mendelson, *Income Support for the Adult Unemployed*, présentation au Queen's International Institute on Social Policy, 2009, diapositive 16, http://www.queensu.ca/sps/events/qiisp/2009/42_Michael_Mendelson.pdf, consulté le 20 août 2009.

période de garder les ressources dont ils ont besoin pour se réintégrer au marché du travail et rétablir leur situation financière.

Précarité du revenu

Plusieurs témoins, et certaines personnes obligées de s'en remettre à l'aide sociale et à d'autres programmes gouvernementaux de soutien du revenu, ont dit au Comité que non seulement les sommes versées sont insuffisantes, mais la précarité de la source de revenu constitue un sérieux problème.

J'ai constaté, chez les familles que je soigne sur une base quotidienne, un stress intense relié au souci de ne pas pouvoir joindre les deux bouts. Ce stress a des conséquences sur le quotidien et mène à la dépression, au découragement et au désinvestissement.

(Marie-France Raynault, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Des témoins experts ont expliqué au Comité en quoi l'interaction des programmes et la complexité des circonstances que traversent des individus et leur famille peuvent entraîner une réduction soudaine et parfois désastreuse du revenu ou les rendre non admissibles à un soutien financier. La crainte d'être confronté à ce revirement de situation engendre un stress, qui a des répercussions négatives sur les adultes et leurs enfants, et mène à la prise de décisions centrées sur un horizon rapproché et incertain.

Un témoin a décrit ainsi les avantages que représente la hausse du niveau et de la sécurité du revenu :

[L']argent permet de réduire le stress au sein des familles, ce qui donne des meilleurs résultats. C'est bien vrai, mais l'argent permet aussi autre chose : il permet habituellement de prolonger le temps dont dispose une famille pour prendre des décisions. Si vous avez assez d'argent, vous jouissez d'une stabilité résidentielle; vous pouvez profiter des programmes offerts dans les écoles et des programmes d'ONG. Vous pouvez faire toutes sortes de choses. Si, pour toute décision, vous devez essayer de choisir entre acheter du lait ou acheter du Kool-Aid, vous ne prenez pas les décisions à long terme qui seraient utiles pour votre famille.

(Evelyn Forget, professeure, Département des sciences de la santé communautaire, Université du Manitoba, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Recommandation 3

Le Comité recommande que le gouvernement fédéral modifie tous ses programmes de sécurité du revenu, tels que l'assurance-emploi, afin de mieux protéger les Canadiens des ménages à faible revenu qui sont sans revenu pendant de courtes périodes.

Insuffisance du revenu

De nombreux témoins²⁴ ont fait part au Comité du degré de pauvreté chez beaucoup de personnes qui dépendent de l'aide sociale ou d'autres programmes

Les bénéficiaires de l'aide sociale vivent sous le seuil de pauvreté.

²⁴ Voir, par exemple, Clifford Lee, mémoire présenté au Sous-comité sur les villes, 2^e session, 39^e législature, 13 août 2009, p. 2.

de sécurité du revenu « de dernier recours ». Le Conseil national du bien-être social a calculé ce que représentaient, au cours de 2007, les prestations d'aide sociale en pourcentage du seuil de faible revenu après impôt de Statistique Canada. Il a constaté que, pour les personnes seules jugées « aptes à l'emploi », ces prestations pouvaient équivaloir à 19 % du seuil de faible revenu, et elles ne dépassaient 50 % dans aucune des provinces²⁵. Pour les familles de quatre personnes, elles représentaient entre 50 et 66 % du seuil de faible revenu après impôt²⁶.

Certains témoins ont indiqué que le niveau d'aide (voire le salaire minimum) est tellement bas qu'il conduit à la criminalité, et notamment la prostitution²⁷. Cette opinion a été confirmée dans un entretien que des membres du Comité ont eu avec des travailleurs du sexe à Regina.

Le Comité est d'avis que les pouvoirs publics doivent collectivement empêcher ce genre de situation et faire en sorte que les citoyens aient assez d'argent pour assurer leur subsistance et faire vivre leur famille. Les gouvernements ont déjà fait mieux au Canada. Un des témoins a signalé que les compressions opérées dans l'aide sociale en 2005 ont fait passer les prestations pour femmes chefs de famille monoparentale de 81 à 56 % du seuil de la pauvreté en 2006²⁸.

Recommandation 4

Le Comité recommande que le gouvernement fédéral fixe avec les provinces l'objectif voulant que les personnes et les familles, peu importe les motifs de leurs besoins, reçoivent un revenu total correspondant au moins au seuil de faible revenu après impôt.

Pauvreté chez les enfants

Une résolution adoptée à l'unanimité à la Chambre des communes pour « réaliser l'objectif d'éliminer la pauvreté des enfants au Canada d'ici l'an 2000 » n'a pas donné l'élan nécessaire pour que cet objectif se réalise. Comme le montre la figure ci-dessous, bien que le pourcentage d'enfants vivant dans la pauvreté ait diminué par rapport au sommet atteint au milieu des années 1990, il n'a pas reculé de manière significative depuis 1989, année de départ.

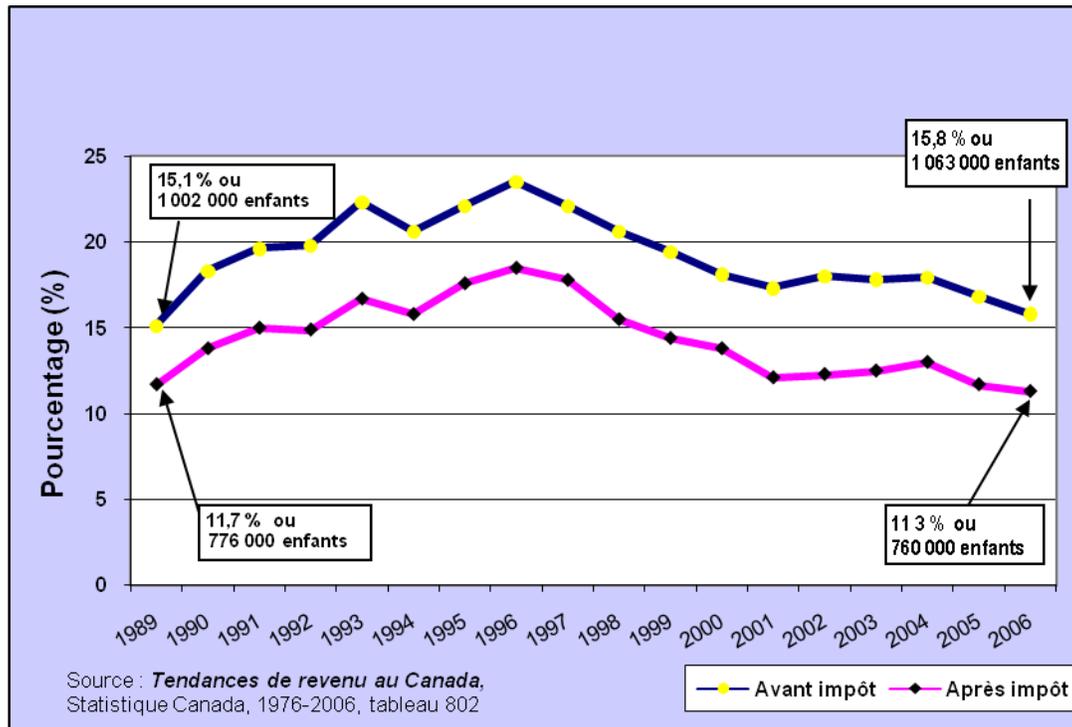
²⁵ Conseil national du bien-être social, *Revenus de bien-être social, 2006 et 2007*, 2008, p. 44, <http://www.ncwcnbes.net/documents/researchpublications/OtherPublications/2008Report-WelfareIncomes2006-2007/Report-WelfareIncomes2006-2007F.pdf>, consulté le 25 août 2009.

²⁶ *Ibid.*

²⁷ Greg deGroot-Maggetti, *Témoignages*, Comité, 1^{re} session, 39^e législature, 3 mai 2007.

²⁸ *Lone Mothers: Building Social Inclusion – Community Bulletin #1*, p. 4, février 2008, mémoire présenté au Sous-comité sur les villes par Leah Caragata, 2^e session, 40^e législature, 2 avril 2009.

Figure 3 – Enfants vivant dans des familles à faible revenu au Canada, 1989-2006 (avant et après impôt)²⁹



Les familles pauvres au sein desquelles vivent les enfants sont souvent dirigées par un membre faisant partie de la population active; en 2006, 40 % de ces familles comptaient au moins une personne qui travaillait à temps plein³⁰. On a dit au Comité que, dans les quartiers les plus pauvres de Toronto, 80 % des parents à faible revenu travaillent au moins à temps partiel³¹. Le tiers des familles pauvres en 2006 étaient dirigées par des mères seules³². La section 5 du présent rapport traite à fond de la pauvreté chez les travailleurs.

De nombreux témoins ont signalé la nécessité de hausser le revenu des familles avec enfants et le besoin pressant d'assurer à ces enfants un meilleur accès aux possibilités d'apprentissage précoce et à des mesures de soutien adéquat, et d'assurer à leurs parents de meilleures possibilités d'emploi et de formation. Ces questions sont également traitées plus loin dans la présente section sur la pauvreté.

Il faut augmenter le revenu des familles qui élèvent des enfants afin de sortir ceux-ci de la pauvreté.

Enfin, le Comité a appris que les transferts de revenu peuvent avoir une incidence non négligeable sur les familles pauvres avec enfants. La figure

²⁹ Campagne 2000, *Rapport 2008 sur la pauvreté des enfants et des familles au Canada*, p. 1, http://www.campaign2000.ca/rc/Fr_FINAL%20C2000%20Report%20Card%20Nov'08.pdf, consulté le 10 septembre 2009.

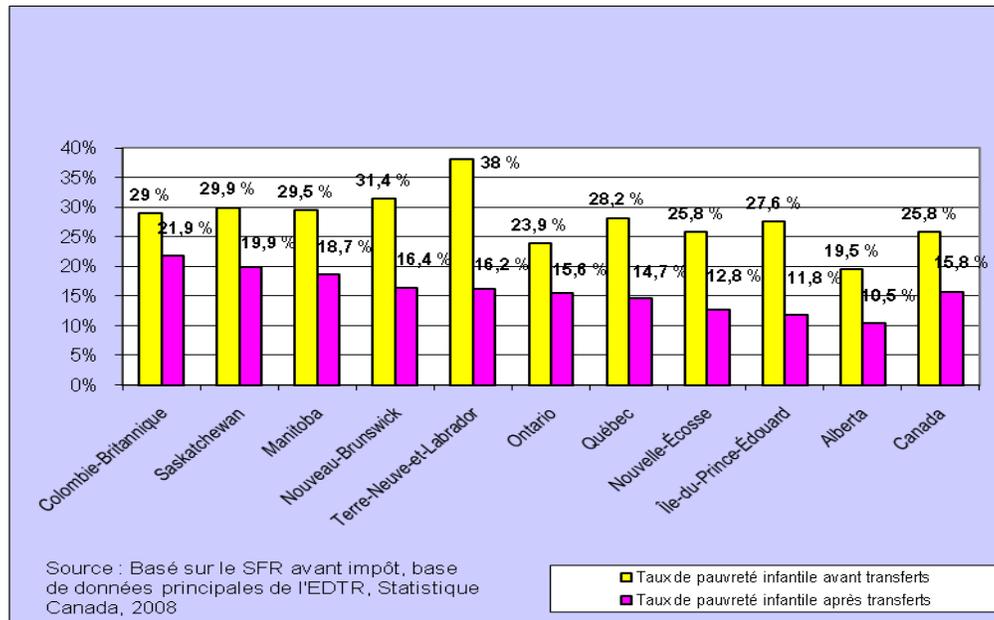
³⁰ *Ibid.*, p. 3.

³¹ Frances Lankin, *Témoignages*, Comité, 2^e session, 39^e législature, 28 février 2008.

³² *Ibid.*, p. 2.

suivante illustre l'effet, ainsi que la réduction, d'au moins un tiers, du taux de pauvreté infantile dans chacune des provinces. Les transferts de revenu et les recommandations connexes sont exposés plus loin dans la présente section.

Figure 4 - Effet des transferts de revenu sur la pauvreté infantile : Canada et provinces, 2006³³



Par conséquent, le Comité recommande une augmentation importante pour ce programme (il en sera question plus à fond dans la présente section).

Coûts de la pauvreté

Il ressort de plus en plus que l'inaction face à la pauvreté coûte tellement cher qu'elle est probablement plus onéreuse qu'une action plurielle.

Au cours d'une discussion de groupe sur les programmes de sécurité du revenu, un expert a invité instamment le Comité à traiter « des coûts continus associés à l'immobilisme, du fait que l'immobilisme entraîne des coûts à l'autre bout du spectre pour le système de soins de santé et le système de justice pénale³⁴ ». Ce n'était pas la première fois que le Comité se penchait sur cette question.

Nous avons besoin de meilleures mesures pour nous faire comprendre le coût économique de la pauvreté et l'avantage économique qu'il y a à aider les enfants et les jeunes familles à y échapper. Même si les gens ont naturellement tendance à faire du bien, nous nous sentirions obligés d'agir s'il est établi que la réduction de la pauvreté peut assurer des gains économiques à tout le monde. Il ne s'agit pas seulement d'une amélioration sociale.

(Tom Gribbons, président, Vibrant Communities Saint John, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 3 juin 2009)

³³ Campagne 2000, p. 3.

³⁴ Sid Frankel, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009.

En fait, le calcul des coûts de la pauvreté, ou de l'« immobilisme », est plus complexe qu'il n'y paraît.

La pauvreté est beaucoup trop coûteuse pour tous et chacun d'entre nous. Certains coûts, ceux de la souffrance humaine notamment, sont souvent tout simplement incalculables, mais n'en demeurent pas moins évitables. D'autres coûts, davantage reliés à l'économie, peuvent tout de même être très difficiles à chiffrer avec précision. Ce qui importe toutefois vraiment, c'est que nous puissions quantifier le coût exact de la pauvreté. Comme société, nous devons nous fixer des objectifs précis, comparer les avantages aux coûts à court et à long terme, évaluer nos progrès et bien comprendre que nous en avons toujours seulement pour notre argent. Une qualité de vie élevée coûtera cher, mais nous devrions investir sagement, pour le bien public à long terme, afin d'obtenir de meilleurs résultats qui profiteront à tous les Canadiens³⁵.

Calcul des coûts

Depuis que le Conseil national du bien-être social a publié cette conclusion en 2002, des analystes se sont attaqués à la difficile tâche de calculer les coûts économiques de la pauvreté. Ils ont mis de côté les coûts dits incalculables en essayant plutôt de mesurer les coûts des programmes de soutien du revenu considérés comme plus élevés à cause de la pauvreté ou ceux des programmes nécessaires à l'élimination ou à la réduction de la pauvreté, puis de mesurer les économies et/ou avantages qu'entraînerait la réduction des taux de faible revenu et de précarité du logement.

Aux États-Unis et au Royaume-Uni, on a effectué un travail détaillé sur les cadres conceptuels et les coûts, tout particulièrement en ce qui concerne la pauvreté des enfants. Au Canada, on n'est pas allé aussi loin, même si la nécessité de le faire a été signalée à maintes reprises. Dans un document d'information lié à sa stratégie de réduction de la pauvreté, le gouvernement de Terre-Neuve-et-Labrador a indiqué que ce travail s'imposait et a présenté certains outils de mesure retenus pour les calculs.

Il est difficile de chiffrer les coûts de la pauvreté, mais il existe de nombreux indicateurs de son coût humain, par exemple une augmentation des maladies, plus de violence envers les femmes, une moins grande activité sur le marché du travail et une hausse de la désintégration familiale³⁶.

D'autres administrations publiques ont aussi fait des efforts pour calculer les coûts avec plus de précision.

Par exemple, à Calgary, une étude des « coûts externes » a été réalisée en 2004 au moyen des données accessibles sur les soins de santé, l'éducation, la justice criminelle, le soutien du revenu et d'autres mesures sociales³⁷. Les chiffres mettent en lumière non pas les

³⁵ Conseil national du bien-être social, *Le coût de la pauvreté*, rapport n° 15, hiver 2001-2002, <http://www.ncwcnbes.net/documents/researchpublications/OtherPublications/2002Report-TheCostOfPoverty/ReportFRE.htm>, consulté le 1^{er} avril 2009.

³⁶ Gouvernement de Terre-Neuve-et-Labrador, ministère des Ressources humaines, du Travail et de l'Emploi, *Building pathways to poverty reduction: Background*, communiqué, 21 mars 2005, <http://www.releases.gov.nl.ca/releases/2005/hrle/0321n22.htm>, consulté le 24 août 2009.

³⁷ Alan Shiell et Jenny Zhang, *The External Costs of Poverty: A Conservative Assessment*, Centraide de Calgary et de la région, juin 2004, p. ii, http://tamarackcommunity.ca/downloads/vc/cal_costs_of_poverty04.pdf, consulté le 24 août 2009.

conséquences de la pauvreté, mais plutôt les fonds publics nécessaires pour y remédier. Ainsi, l'étude ne considère pas les prestations d'aide sociale comme des coûts (car elles représentent un simple transfert de fonds d'un groupe ou d'une entité à l'autre); par contre, elle calcule les coûts occasionnés par l'administration et le financement du soutien du revenu, car sans pauvreté ceux-ci n'existeraient pas³⁸. Les auteurs de l'étude, qui ont adopté une façon très technique d'évaluer les coûts, cherchaient aussi à déterminer les fonds qui étaient ou seraient dépensés pour remédier aux conséquences de la pauvreté et à évaluer les économies qui résulteraient de la réduction du niveau ou du taux de pauvreté. Ils ont établi des estimations tant prudentes que spéculatives.

En se basant sur ces deux approches, l'étude a produit une estimation prudente du coût annuel de la pauvreté à Calgary, soit 8,25 milliards de dollars; l'estimation spéculative se situe entre 46 et 56 milliards de dollars par année³⁹.

En Ontario, l'étude récente sur les coûts de la pauvreté a été effectuée sous la conduite d'un solide groupe consultatif qui incluait des économistes et des experts en politiques (Don Drummond du Groupe financier Banque TD, Judith Maxwell des Réseaux canadiens de recherche en politiques publiques et James Milway de l'Institute for Competitiveness and Prosperity). Elle renfermait le tableau ci-dessous, qui illustre la relation entre les individus et familles vivant dans la pauvreté, les institutions et les gouvernements.

Nous ne pouvons nous permettre les coûts économiques et sociaux de l'inaction à l'égard de la pauvreté, coûts qui dépassent 20 milliards de dollars.

L'étude a servi à calculer la part des fonds publics consacrés aux systèmes de santé et de justice criminelle qui est attribuable à la pauvreté et les pertes économiques causées par le chômage, le sous-emploi et un faible niveau de scolarité et de compétences qui sont attribuables au faible revenu⁴⁰.

Les calculs ont porté sur trois catégories de coûts :

- les coûts supplémentaires, qui s'appliquent au traitement des symptômes de la pauvreté, plus particulièrement les coûts des systèmes de santé et de justice criminelle⁴¹;
- les coûts intergénérationnels, ou les coûts de la faible scolarité liée à la pauvreté des enfants de familles à faible revenu;
- les coûts de renonciation, qui sont des coûts sociaux s'ils s'appliquent au manque de productivité et de recettes fiscales, ou des coûts personnels s'ils s'appliquent au revenu non gagné.

³⁸ *Ibid.*, p. 11.

³⁹ *Ibid.*, p. 28.

⁴⁰ Nathan Laurie, *The Cost of Poverty: An Analysis of the Economic Cost of Poverty in Ontario*, Ontario Association of Food Banks, novembre 2008, p. 1.

⁴¹ *Ibid.*

Tout en ciblant l'Ontario, l'étude fait état des coûts pour le Canada tout entier. En Ontario, les coûts sociaux annuels sont de 10 à 14 milliards de dollars; au Canada, de 24 à 30 milliards de dollars⁴². Le tableau ci-dessous donne une ventilation plus détaillée des coûts sociaux de la province et du pays et inclut pour chacun les coûts personnels.

Tableau 1 – Coûts de la pauvreté au Canada et en Ontario (dollars de 2007)⁴³

CANADA	COÛTS PERSONNELS (\$)	COÛTS SOCIAUX (\$)
Soins de santé		7,6 milliards
Criminalité		1 - 2 milliards
Coûts intergénérationnels	8,2 - 10,3 milliards	3,1 - 3,8 milliards
Perte de productivité	35,8 - 41,2 milliards	8,6 - 13 milliards
Rajustement pour tenir compte de la sous-évaluation de la perte de productivité	+ 4,1 milliards	
Rajustement pour tenir compte des paiements de transfert		+ 4,1 milliards
TOTAL	48,1 - 55,6 milliards	24,4 - 30,5 milliards
ONTARIO	COÛTS PERSONNELS	COÛTS SOCIAUX
Soins de santé		2,9 milliards
Criminalité		0,25 - 0,6 milliard
Coûts intergénérationnels	3,3 - 4,3 milliards	1,3 - 1,6 milliard
Perte de productivité	16,6 - 19 milliards	4 - 6,1 milliards
Rajustement pour tenir compte de la sous-évaluation de la perte de productivité	+ 1,9 milliard	
Rajustement pour tenir compte des paiements de transfert		+ 1,9 milliard
TOTAL	21,8 - 25,2 milliards	10,4 - 13,1 milliards
TOTAL GÉNÉRAL	32,2 - 38,3 milliards 5,5 - 6,6 % du PIB de l'Ontario	

D'autres études moins exhaustives ont été faites récemment sur le coût de la pauvreté dans des secteurs donnés.

À titre d'exemple, un rapport produit récemment pour aider les médecins de l'Ontario à repérer, parmi leurs patients, ceux qui vivent dans la pauvreté souligne le coût des disparités en matière de santé, dont beaucoup sont « dues à des disparités économiques⁴⁴ ». Ce coût, selon le rapport, a fait augmenter les coûts des services de santé de 20 %, soit d'environ 35 milliards de dollars par année⁴⁵.

Une autre étude a établi les coûts de la « criminalité liée à la pauvreté » pour le système de justice criminelle en Alberta. Elle visait en particulier les coûts des accusations et des

⁴² *Ibid.*, p. 19.

⁴³ *Ibid.* [traduction]

⁴⁴ Gary Bloch et coll., « Poverty and Health: Identifying poverty in your practice and community », *Ontario Medical Review*, mai 2008, p. 41, <http://www.stonegatechc.org/tempindex/Identifying%20Poverty.pdf>, consulté le 24 février 2009. [traduction]

⁴⁵ *Ibid.*

incarcérations pour non-paiement d'amende, plus de 20 000 personnes étant incarcérées pour cette raison chaque année⁴⁶. Le rapport concluait ce qui suit : « Même si toutes ces infractions touchaient le non-paiement d'une amende concernant le droit de passage dans les transports en commun, les coûts de l'incarcération des contrevenants pour la province seraient d'environ 29 631 000 \$ par année⁴⁷. »

En Colombie-Britannique, le Health Officers Council a récemment publié un document de travail sur les inégalités en santé qui renferme certaines données sur les coûts. Il cite la BC Healthy Living Alliance, selon laquelle « trois grands facteurs de risque associés à la pauvreté et aux inégalités en santé (consommation de tabac, inactivité physique et surpoids/obésité) coûtent à l'économie de la Colombie-Britannique quelque 3,8 milliards de dollars par année⁴⁸ ».

Comme l'article sur l'Ontario, ce document détermine que, si 20 % tout au plus du coût des services de santé étaient attribuables aux inégalités en santé, le coût de ces inégalités se chifferrait à 2,6 milliards de dollars par année⁴⁹.

Enfin, le Comité a été informé de deux études portant sur les coûts et les avantages économiques de l'instruction. La première, récente, a calculé les avantages économiques que l'on pourrait obtenir si les Autochtones parvenaient au même niveau de scolarité que les non-Autochtones du Canada⁵⁰, à supposer que cela se fasse en 2026 :

En 2026, si nous parvenons à éliminer cet écart, pour l'essentiel, le PIB du Canada augmenterait de 37 milliards de dollars. Pour l'ensemble de la période visée par notre étude, l'augmentation cumulative du PIB du Canada s'élèverait à plus de 400 milliards de dollars. Là encore, les revenus fiscaux augmenteraient de façon importante — une augmentation cumulative de 64 milliards de dollars environ — et les dépenses du gouvernement en matière de bien-être social, de lutte contre la criminalité et d'aide au logement diminueraient d'environ 140 milliards de dollars.

(Andrew Sharpe, directeur exécutif, Centre d'étude des niveaux de vie, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009)

La deuxième étude portait sur le coût (pour les particuliers et l'État, à court et à long terme) de l'abandon des études secondaires au Canada, et avant tout sur les coûts de chaque décrocheur pour l'État :

Sur le plan de l'aide sociale, ce coût s'élève à 4 000 \$ par année, et pour ce qui est de la criminalité, à 200 \$ par année. Dans le secteur de la main-d'œuvre et de l'emploi, il existe une kyrielle de coûts substantiels. Les coûts annuels liés à la perte de revenu se situent tout juste sous la barre des 3 500 \$, les recettes fiscales

⁴⁶ Poverty Reduction Coalition, *Crimes of Desperation: The truth about poverty-related crime*, Centraide de Calgary et de la région, mars 2008, p. 3, <http://www.reducepoverty.ca/pdf/Crimes%20of%20Desperation%20ES.pdf>, consulté le 24 février 2009.

[traduction]

⁴⁷ *Ibid.* [traduction]

⁴⁸ Health Officers Council of BC, *Health Inequities in British Columbia: Discussion Paper*, novembre 2008, p. 9, http://www.phabc.org/files/HOC_Inequities_Report.pdf, consulté le 24 février 2009. [traduction]

⁴⁹ *Ibid.*

⁵⁰ Les différences sont examinées plus en détail dans la section 4 du présent rapport.

perdues s'élèvent à plus de 200 \$, les recettes d'assurance-emploi perdues sont inférieures à 100 \$, et les coûts d'assurance-emploi, à un peu plus de 2 700 \$ [...]

Si l'on pense au nombre de décrocheurs canadiens, les coûts totaux sont vertigineux. Simplement pour donner quelques exemples, dans le secteur de la santé, les coûts annuels s'élèvent à 23,8 milliards de dollars, dans le secteur de l'aide sociale, à 969 millions de dollars, et dans le secteur de l'assurance-emploi, à plus de un milliard de dollars.

(Olena Hankivsky, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009)

Des témoins ont demandé que les coûts, les économies et les avantages soient non seulement calculés en détail⁵¹, mais aussi rendus publics pour que les initiatives de réduction de la pauvreté soient vues sous l'angle des économies plutôt que des dépenses :

Il importe de transmettre ce message. La pauvreté n'est pas qu'un coût pour les pauvres. C'est un coût aussi pour nous en tant que société. Parfois, nous devons faire le lien entre les différents coûts de la pauvreté et les investissements dans le développement humain.

(Greg deGroot-Magetti, *Témoignages*, Comité, 1^{re} session, 39^e législature, 3 mai 2007)

Malgré ces informations probantes de sources diverses, les coûts de la pauvreté n'ont pas été établis de façon décisive, non plus que les coûts des différents moyens de réduire et de prévenir la pauvreté.

Recommandation 5

Le Comité recommande que le gouvernement fédéral publie d'ici le 31 décembre 2010 un livre vert qui présentera les coûts et les avantages des mesures actuelles de soutien du revenu et de différentes options visant à réduire et à éliminer la pauvreté, y compris un revenu annuel de base fondé sur un impôt négatif, ainsi qu'une évaluation détaillée des projets pilotes concernant un revenu de base qui ont été menés au Nouveau-Brunswick et au Manitoba.

La pauvreté chez les travailleurs

Les faits démontrent à l'évidence que l'emploi est le moyen le plus usuel d'accéder à un revenu satisfaisant ou à un meilleur revenu au Canada. Pourtant, d'après ce que le Comité a entendu, il arrive souvent qu'un emploi ne suffise pas pour sortir une personne ou une famille d'une situation de faible revenu. Le Comité a entendu une multitude de témoignages sur la restructuration du marché du travail au Canada, qui sont venus lui rappeler que, de plus en plus, un seul emploi n'est pas suffisant pour faire vivre une famille, même s'il est à temps plein et au salaire minimum.

De nombreuses personnes défavorisées ont un emploi qui ne leur permet pas de subvenir aux besoins de leur famille.

Des témoins ont confirmé cette tendance dans leur propre ville, à commencer par Calgary :

Si l'emploi était vraiment la solution à la pauvreté, Calgary est très certainement la ville où cette solution aurait dû être trouvée. L'a-t-elle été? D'après le dernier recensement, 14 % des Calgariens vivent toujours

⁵¹ Avy Go, mémoire présenté au Comité, 2^e session, 39^e législature, mars 2008, p. 7.

dans la pauvreté, une proportion pratiquement inchangée depuis 2001, et moins du tiers d'entre eux avaient droit à l'aide sociale. Les autres avaient sans doute un emploi.

(Derek Cook, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 23 avril 2009)

Des témoins de Toronto ont signalé la très forte proportion de travailleurs dans les familles à faible revenu :

[P]our plus de 80 % des familles à faible revenu vivant dans les quartiers les plus pauvres de Toronto, les parents travaillent. Il s'agit donc ici des travailleurs à faible revenu, et il demeure important d'envisager des mesures de sécurité du revenu en recourant à toute une gamme de mécanismes de soutien social.

(Frances Lankin, présidente et directrice générale, Centraide du Grand Toronto, *Témoignages*, Comité, 1^{re} session, 39^e législature, 28 février 2008)

Le Comité a aussi appris que 70 % des ménages qui vivent dans un logement de Toronto Community Housing, exclusion faite des personnes âgées, « tirent de leur travail une partie, sinon l'intégralité, de leur revenu⁵² ».

À Montréal, le Comité a été informé du pourcentage très élevé de travailleurs qui font appel aux banques alimentaires :

D'après les renseignements recueillis, il y a [à Montréal] plus de 300 000 personnes qui travaillent, mais qui sont pauvres et qui doivent recourir aux banques alimentaires pour s'en sortir. Les gens qui gagnent le salaire minimum et qui sont seuls à faire vivre leur famille n'ont que la moitié de ce qu'il faut pour être considérés comme vivant sous le seuil de la pauvreté. Ces personnes doivent travailler entre 50 et 60 heures par semaine pour joindre les deux bouts. De toute évidence, il y a quelque chose qui ne tourne pas rond.

(Michèle Thibodeau-DeGuire, *Témoignages*, Comité, 1^{re} session, 39^e législature, 14 juin 2007)

Plusieurs témoins ont mentionné la vulnérabilité particulière des personnes qui sont pauvres malgré qu'elles travaillent, beaucoup d'entre elles n'ayant pas accès aux nombreux programmes auxquels ont droit les bénéficiaires de l'aide sociale⁵³.

Emplois précaires

Une bonne partie des témoignages sur l'échec de l'emploi comme moyen de sortir de la pauvreté ont porté sur l'augmentation du travail précaire, qui se définit comme « la transformation du marché du travail, qui passe d'emplois à temps plein plus ou moins permanents à des emplois qui présentent au moins certaines des caractéristiques suivantes : temporaires, à temps partiel, heures irrégulières, faible salaire et peu ou pas d'avantages sociaux⁵⁴ ».

⁵² Derek Ballantyne, *Témoignages*, Comité, 2^e session, 39^e législature, 21 novembre 2007.

⁵³ Voir par exemple le témoignage de Ken Battle présenté devant le Comité le 28 février 2008 ou de Gina Browne le 29 novembre 2007.

⁵⁴ Patricia Evans, *Challenging Income (in)security: Lone Mothers and Precarious Employment*, communication préparée pour le 12^e Congrès du BIEN sur le thème : l'inégalité et le développement dans une économie mondialisée – l'option du revenu de base, Dublin, Irlande, 20 et 21 juin 2008, p. 2. [traduction]

Les témoins ont souligné l'importance du « nouveau » marché du travail comme facteur pouvant expliquer que les programmes actuels ne réussissent pas à mener les gens vers un emploi qui les sortira de la pauvreté :

[L]'évolution du marché du travail au Canada durant les 25 dernières années [montre] la forte croissance du travail précaire et du travail à temps partiel, et la hausse dans cette nouvelle catégorie que l'on appelle les pauvres à l'emploi. Il y a 25 ou 30 ans, le fait de toucher un revenu stable suffisait pour se situer au-dessus du seuil de la pauvreté. Or, ce n'est plus le cas aujourd'hui. Dans toutes les provinces, on retrouve ce phénomène de pauvres à l'emploi.

(Jean-Claude Icart, représentant, Table de concertation des organismes au service des personnes réfugiées et immigrantes, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008)

Le travail temporaire et à temps partiel est en hausse; il représente 40 % des emplois⁵⁵ et est plus souvent rémunéré au salaire minimum que les emplois « standard ». En 2004, par exemple, 15 % des travailleurs à temps partiel gagnaient le salaire minimum, comparativement à moins de 5 % des travailleurs à temps plein⁵⁶.

De plus en plus d'emplois (40 %) sont des emplois temporaires ou à temps partiel.

Le Comité a été informé que le travail précaire « se répand rapidement, en particulier dans les régions urbaines et chez les femmes, les jeunes et les groupes racialisés, qui sont surreprésentés dans les types d'emploi et les modes de travail les plus précaires⁵⁷ ». On a aussi rappelé au Comité qu'outre le faible revenu, le travail précaire signifie souvent moins de prestations et de mesures d'aide de la part des employeurs, ce qui est grandement préjudiciable aux femmes qui élèvent des enfants⁵⁸. De même, le Caledon Institute, en proposant une nouvelle architecture pour les programmes de sécurité du revenu, a fait observer que le tiers des travailleurs occupaient des emplois atypiques ou « précaires », définis comme « le travail autonome, le cumul d'emplois, le travail contractuel et le travail à temps partiel⁵⁹ ».

Les personnes qui risquent le plus d'exercer un travail atypique font partie des groupes plus pauvres que la moyenne :

Les groupes les plus à risque d'exercer un travail atypique sont les jeunes qui ont un diplôme d'études secondaires seulement ou qui n'en ont pas, les femmes qui s'absentent longtemps du marché du travail pour s'occuper de leurs enfants ou de membres de la famille vieillissants, les travailleurs âgés licenciés qui ont un

⁵⁵ Morley Gunderson, *Le salaire minimum au Canada : Théorie, données et orientations*, préparé pour la Commission sur l'examen des normes du travail fédérales, mis à jour en décembre 2005, p. 51-53.

⁵⁶ Statistique Canada, « Supplément : le salaire minimum », *L'emploi et le revenu en perspective*, septembre 2005, p. 26.

⁵⁷ Leah H. Vosko, « Precarious Employment in Canada: Taking Stock, Taking Action », *Just Labour*, 2003, p. 5. [traduction]

⁵⁸ Glenn Drover, *Témoignages*, Comité, 1^e session, 39^e législature, 10 mai 2007.

⁵⁹ Ken Battle et coll., *Towards a New Architecture for Canada's Adult Benefits*, Caledon Institute of Social Policy, juin 2006, p. 7. [traduction]

*faible niveau d'instruction et des compétences désuètes, les Autochtones, les membres de minorités visibles, les personnes handicapées et les nouveaux immigrants*⁶⁰.

Enfin, des témoins ont dit au Comité que les personnes qui occupent un emploi précaire sont moins susceptibles d'avoir droit aux prestations d'assurance-emploi, ce qui les amène à compter sur les revenus moins sûrs et moins élevés de l'aide sociale⁶¹. L'assurance-emploi et l'aide sociale sont traitées plus en détail dans les pages qui suivent.

Salaire minimum

Les gens se demandent comment il se fait que les entreprises ne peuvent se permettre de verser de meilleurs salaires. Le salaire minimum ne leur permet tout simplement pas de vivre.

(Marika Morris, consultante en recherche et en communications stratégiques, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 4 juin 2008)

Le salaire minimum ne permet tout simplement pas aux gens de vivre.

Marika Morris

D'autres témoins ont signalé la baisse de la valeur effective du salaire minimum et la nécessité d'établir des politiques sur le « salaire de subsistance » pour rendre le travail rentable, ou du moins pour sortir de la pauvreté.

Pour ce qui est du salaire minimum, comme notre groupe est très engagé dans des campagnes touchant le salaire minimum et un salaire de subsistance partout au pays, de concert avec des organismes-partenaires, nous croyons qu'il y a là une des questions les plus fondamentales dont il faut s'occuper, et qui aurait une grande incidence sur la vie des gagne-petit.

(Rob Rainer, directeur principal, Canada sans pauvreté, *Témoignages*, Comité, 1^{re} session, 39^e législature, 3 mai 2007)

Un journaliste canadien a constaté qu'une politique de « salaire-subsistance » avait vu le jour à Baltimore en 1994; cette politique prévoyait non seulement un salaire minimum de loin supérieur au niveau établi dans la loi, mais aussi un principe d'approvisionnement selon lequel un salaire semblable devait être versé à tous les entrepreneurs travaillant pour la ville de Baltimore ainsi qu'à leurs employés⁶². Le même article prévenait le lecteur que cette politique était « en passe de devenir la manifestation d'une politique sociale propre à certaines villes les plus riches du Canada⁶³ ».

La campagne en faveur de politiques sur le salaire de subsistance était particulièrement féroce à Calgary. Le conseil municipal a reçu un rapport sur les répercussions d'un tel salaire et il a demandé au personnel de lui remettre un plan stratégique de mise en œuvre au plus tard en janvier 2009⁶⁴. En outre, Vibrant Communities Calgary, qui milite en faveur de la politique

⁶⁰ *Ibid.* [traduction]

⁶¹ Carole Vincent, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 29 mai 2008.

⁶² Peter Shawn Taylor, « Killer Living Wages », *National Post*, 4 novembre 2008.

⁶³ *Ibid.* [traduction]

⁶⁴ Living Wage, site Web de la ville de Calgary, http://www.calgary.ca/portal/server.pt/gateway/PTARGS_0_0_780_237_0_43/http%3B/content.calgary.ca/CCA/City+Hall/Business+Units/Finance+and+Supply/Policies/Sustainable+Environmental+and+Ethical+Procurement+Policy+SEPP/Living+Wage.htm, consulté le 21 avril 2009.

sur le salaire-subsistance, a désigné la Chambre de commerce de Calgary « chef de file » dans le domaine, parce que :

La Chambre s'est engagée à verser un salaire-subsistance de 12 \$ l'heure avec avantages ou de 13,25 \$ sans avantage, à tous les employés, qu'ils travaillent à temps plein, à temps partiel ou occasionnellement, de même qu'aux employés contractuels qui travaillent deux jours ou plus par semaine⁶⁵.

Enfin, le plan décennal de Calgary visant à éliminer l'itinérance indique que le financement de la gestion de cas sera soumis au principe du salaire-subsistance⁶⁶.

Dans la région de Waterloo, une politique semblable a également été envisagée et des représentants municipaux ont soumis une étude d'impact en août 2008⁶⁷. La ville d'Ottawa a aussi amorcé une étude sur une politique du genre au printemps 2009.

Le gouvernement fédéral a déjà eu une loi sur le salaire minimum pour les travailleurs des secteurs relevant de sa compétence, comme les transports et les banques, mais ce n'est plus le cas depuis 1996. Les employés de ces secteurs sont maintenant visés par une loi provinciale ou territoriale sur le salaire minimum.

Le salaire minimum a suscité un vif débat ces dernières années; de nombreux organismes de première ligne et défenseurs des politiques sociales soutiennent que la hausse du salaire minimum doit faire partie intégrante de toute stratégie de réduction de la pauvreté et des efforts pour « rendre le travail rentable ». Cette opinion a été présentée au Comité⁶⁸. D'autres font valoir que, puisque la plupart des travailleurs à temps partiel sont un deuxième gagne-pain ou un jeune vivant chez ses parents, la hausse du salaire minimum ne contribuera pas à réduire la pauvreté et pourrait même faire diminuer le nombre d'emplois peu rémunérés, ce qui empirerait la situation pour les jeunes et les ménages à faible revenu⁶⁹. Le Comité a appris qu'en 2004 la moitié des travailleurs de moins de 25 ans gagnaient le salaire minimum, contre moins de 2 % des travailleurs de 25 ans et plus⁷⁰.

Par ailleurs, une récente étude australienne fondée sur des données australiennes et américaines a révélé que les hausses du salaire minimum avaient eu pour conséquence d'allonger, et non de raccourcir, les périodes d'aide sociale chez les femmes chefs de famille monoparentale⁷¹.

Un expert sur la question du salaire minimum a formulé la conclusion suivante :

⁶⁵ Gina Teele, « Chamber sets 'living wage' example; Award honours fairness amid financial crisis », *Calgary Herald*, 5 février 2009, p. D3. [traduction]

⁶⁶ Calgary Homelessness Foundation, *Calgary's 10-Year Plan to End Homelessness*, 2008, p. 28.

⁶⁷ Comité des services communautaires de la région de Waterloo, *Minutes*, 19 août 2008, <http://www.region.waterloo.on.ca/web/Region.nsf/8ef02c0fded0c82a85256e590071a3ce/5c6989441b77f5cf852574ad005734cc?OpenDocument>, consulté le 16 février 2009.

⁶⁸ Nancy Burrows, coordonnatrice, Fédération des femmes du Québec, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 4 juin 2008.

⁶⁹ Gunderson, p. 9.

⁷⁰ Statistique Canada, p. 23.

⁷¹ Peter Brandon, *Examining Effects of Minimum Wages: Single Mothers' Exits from Welfare*, Employment Policies Institute, juin 2008, p. 18.

Pour lutter contre la pauvreté, le salaire minimum manque toutefois fortement de tranchant et ne cible pas bien les personnes pauvres pour les raisons suivantes : de nombreuses personnes pauvres ne travaillent pas; celles qui travaillent ont souvent un nombre d'heures de travail limité; le salaire minimum risque d'avoir un effet négatif sur l'emploi; il touche de façon disproportionnée les adolescents, qui sont distribués dans l'ensemble de la répartition du revenu familial; il influe sur le salaire individuel, alors que la pauvreté se définit par le revenu et les besoins de la famille⁷².

Une analyse récente a montré que la proportion des travailleurs de plus de 20 ans qui n'étudient pas à temps plein et qui travaillent pour moins de 10 \$ l'heure est en hausse⁷³. Plusieurs provinces ont annoncé une majoration du salaire minimum, entre autres des augmentations échelonnées dans le temps. Dans certains cas, ces changements ont été apportés dans le cadre d'une stratégie ou d'un plan de réduction de la pauvreté.

Recommandation 6

Pour démontrer que le gouvernement fédéral s'engage à établir un salaire minimum adéquat, le Comité recommande qu'il rétablisse un salaire minimum fédéral de 10 \$ l'heure, indexé en fonction de l'Indice des prix à la consommation, et qu'il exige de ses fournisseurs de biens et de services qu'ils versent à leurs employés un salaire au moins équivalent.

Assurance-emploi

Il faut un débat national sur l'assurance-emploi. Le pays vit actuellement sa première récession post-assurance-chômage, ce qui fait que les Canadiens vont se rendre compte des lacunes et des insuffisances du programme d'assurance sociale auquel ils ont fidèlement cotisé. Ils vont découvrir, avec consternation et horreur, que le programme ne peut les aider.

(Michael Prince, professeur de politique sociale, Université de Victoria, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Le régime canadien d'assurance-chômage (maintenant assurance-emploi) a vu le jour en 1940 et a depuis fait l'objet de plusieurs réformes. Conçu à l'origine pour remplacer en partie le salaire des travailleurs qui se trouvaient involontairement en chômage, il excluait des groupes entiers de salariés, notamment ceux dont l'emploi présentait un faible risque de chômage et ceux pour lesquels le chômage était très probable ou certain, par exemple les travailleurs des industries saisonnières comme l'agriculture, la pêche et l'exploitation forestière⁷⁴. Des experts ont dit au Comité que le régime a évolué depuis et comporte trois grands objectifs : un soutien du revenu pour les nouveaux parents et les aidants, une assurance contre la perte de revenu due au chômage et la formation des travailleurs en chômage⁷⁵.

⁷² Gunderson, p. 52.

⁷³ Ron Saunders, *Globalization and the Changing Nature of Work in Canada*, communication présentée sur le thème des stratégies mondiales et de l'amélioration des conditions des travailleurs pauvres, Réseaux canadiens de recherche en politiques publiques, mai 2008, diapositives 2 et 3.

⁷⁴ Gary Dingleline, *Exposé chronologique : l'évolution de l'assurance-chômage de 1940 à 1980*, Emploi et Immigration Canada, 1981.

⁷⁵ Voir, par exemple, les témoignages de Miles Corak et d'Evelyn Forget, *Fascicule 3 – Témoignages*, 29 mai 2009.

Jusqu'en 1990, le régime était financé par les cotisations des employeurs et des salariés et par le gouvernement fédéral, qui versait 20 % des cotisations combinées employeurs-salariés et supportait les coûts d'administration. De nos jours, les employeurs et les salariés sont les seuls cotisants.

La dernière réforme importante du régime a eu lieu en 1996 lors de l'entrée en vigueur de la *Loi sur l'assurance-emploi*⁷⁶. Elle établissait de nouveaux critères d'admissibilité et une nouvelle structure de prestations fondée sur les heures plutôt que les semaines d'emploi assurable, les travailleurs étant assurés dès la première heure d'emploi. Elle permettait aux salariés dont la rémunération annuelle ne dépassait pas 2 000 \$ de se faire rembourser leurs cotisations. De plus, elle modifiait le calcul de la rémunération hebdomadaire assurable moyenne aux fins des prestations de façon à encourager les gens à faire plus d'heures que le minimum requis.

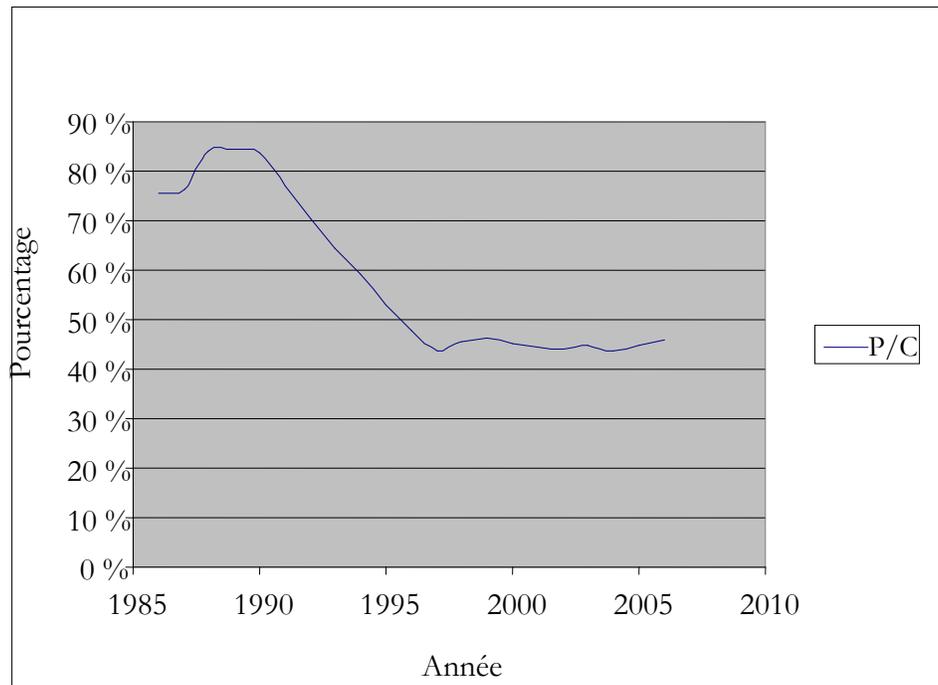
Contrairement au régime d'assurance-chômage d'avant la réforme de 1971, qui n'offrait essentiellement que des prestations ordinaires et des prestations de pêcheurs autonomes, le régime d'assurance-emploi offre aussi des prestations aux salariés malades (prestations de maladie), aux travailleuses enceintes (prestations de maternité) et aux travailleurs qui s'occupent d'un nouveau-né ou d'un enfant adopté (prestations parentales) ou d'un membre de la famille proche dont la mort est imminente (prestations de compassion), de même qu'un programme de travail partagé et d'autres mesures d'aide à l'adaptation au marché du travail (prestations d'emploi et mesures de soutien). Le Comité a été informé qu'en dépit de ces changements, le régime ne s'est pas adapté à la restructuration économique des dernières décennies, ni au ralentissement économique des derniers mois.

Accès limité

Les statistiques montrent à l'évidence (voir la figure ci-dessous) que dès 1990 le régime a commencé à enregistrer une baisse du pourcentage de chômeurs admissibles aux prestations.

⁷⁶ Projet de loi C-12 : Loi concernant l'assurance-emploi au Canada, 1996.

Figure 5 – Proportion des chômeurs qui sont prestataires (ratio P/C)⁷⁷



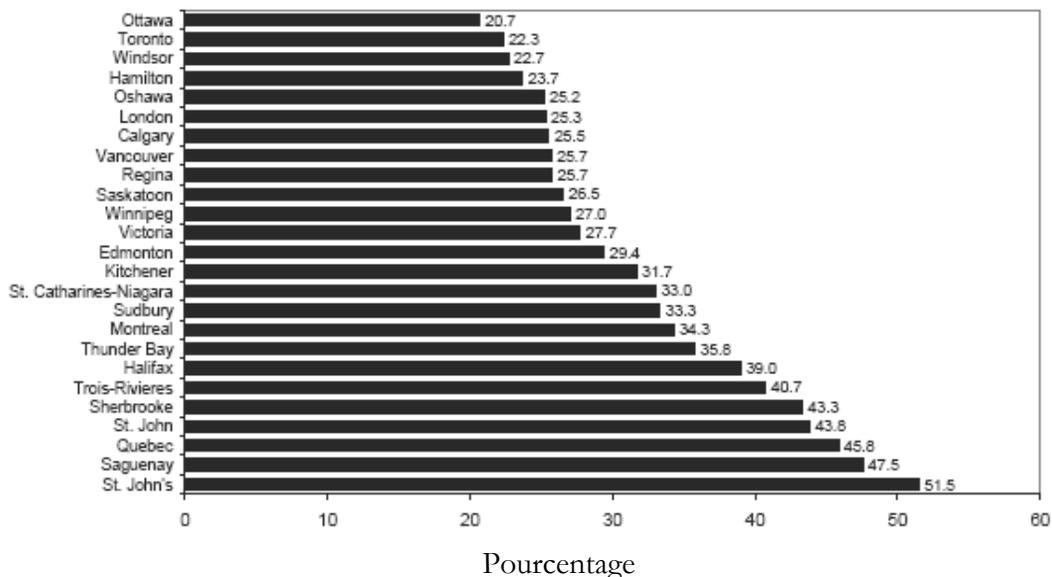
En 2008, 571 800 chômeurs ont cotisé au régime d'assurance-emploi; 17,8 % d'entre eux n'ont pas accumulé suffisamment d'heures pour être admissibles aux prestations⁷⁸.

Les conditions d'admissibilité et la durée des prestations sont fonction du taux d'emploi dans la région économique concernée, de sorte que la protection du régime diffère grandement à l'échelle du pays. La figure ci-dessous illustre les différences d'une ville à l'autre en 2004.

⁷⁷ Données tirées de « Répercussions et efficacité du régime d'assurance-emploi », *Assurance-emploi : Rapport de contrôle et d'évaluation 2007*, Ressources humaines et Développement des compétences Canada, http://www.rhdcc-hrsc.gc.ca/fra/emploi/ae/rapports/aerce_2007/chapitre5.shtml, consulté le 16 octobre 2009.

⁷⁸ Statistique Canada, « Enquête sur la couverture de l'assurance-emploi », *Le Quotidien*, 23 juillet 2009, <http://www.statcan.gc.ca/daily-quotidien/090723/dq090723a-fra.htm>, consulté le 24 août 2009.

Figure 6 – Pourcentage des chômeurs qui reçoivent des prestations ordinaires d’AE, par grande ville, 2004⁷⁹



Les groupes généralement exclus de l’assurance-emploi sont « les chômeurs à long terme, les immigrants récents, les sous-employés, les nouveaux travailleurs, les travailleurs à temps partiel (y compris les personnes handicapées et les Canadiens qui travaillent à temps partiel pour pouvoir s’occuper de membres de leur famille) et les travailleurs qui occupent des emplois précaires⁸⁰ ».

Des témoins ont indiqué au Comité que les femmes et les jeunes étaient particulièrement surreprésentés parmi les non-prestataires⁸¹, ainsi que les travailleurs de l’économie parallèle qui exercent des activités légales mais dont les employeurs ne cotisent pas à la caisse d’assurance-emploi⁸². Tous ces groupes sont également surreprésentés dans les emplois précaires, ce qui semble indiquer que le régime actuel n’est pas adapté à la nouvelle main-d’œuvre.

Le Comité est bien conscient de l’urgence de réformer le régime actuel (voir les mesures proposées plus bas), mais les problèmes d’accès risquent de persister à long terme. Comme l’a expliqué un témoin,

[...] nous proposons un nouveau programme fondé sur le revenu, à l’intention des Canadiens sans emploi qui ne sont pas admissibles à l’assurance-emploi [...] Bien qu’un programme social comporte certains avantages,

⁷⁹ Ken Battle, Michael Mendelson et Sherri Torjman, *Towards a New Architecture for Canada’s Adult Benefits*, Caledon Institute of Social Policy, 2006, p. 17. [traduction]

⁸⁰ Ken Battle et Sherri Torjman, *Le rôle du gouvernement fédéral dans la réduction de la pauvreté*, exposé présenté au Comité permanent des ressources humaines, du développement des compétences, du développement social et de la condition des personnes handicapées, Caledon Institute of Social Policy, 10 mars 2009, p. 7.

⁸¹ Carol Vincent, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 29 mai 2008.

⁸² David Gray, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 29 mai 2008.

il est incapable de subvenir aux besoins de tous les Canadiens qui se retrouvent sans emploi; c'est pourquoi nous envisageons la création d'un autre programme fédéral qui serait financé à même les recettes générales.

(Ken Battle, président, Caledon Institute of Social Policy, *Témoignages*, Comité, 2^e session, 39^e législature, 28 février 2008)

Recommandation 7

Le Comité recommande que le gouvernement fédéral établisse un nouveau programme offrant une protection contre les pertes de revenu dues à l'interruption prolongée d'un emploi aux personnes qui ne sont pas visées par la *Loi sur l'assurance-emploi*.

Dans l'immédiat, le Comité a examiné les changements qui peuvent être apportés pour répondre aux besoins des travailleurs déjà admissibles aux prestations.

Périodes de prestations limitées

Dans une période de récession économique comme celle que nous connaissons actuellement, la durée des prestations ne reflète pas la réalité à laquelle sont confrontés un bon nombre des 300 000 Canadiens qui se sont retrouvés récemment en chômage. Le Comité estime qu'il est nécessaire de modifier le régime de façon plus définitive pour procurer aux prestataires un soutien de plus longue durée, comme l'a annoncé le gouvernement en janvier 2009.

Travailleurs âgés

Statistique Canada a signalé que le nombre de prestataires d'assurance-emploi a augmenté de plus de 80 % entre juin 2008 et juin 2009, et même de 400 % dans les régions les plus durement touchées⁸³. Il a doublé chez les hommes de plus de 55 ans et a augmenté de 50 % chez les femmes⁸⁴. Ces derniers chiffres montrent qu'un grand nombre des nouveaux chômeurs occupaient un emploi depuis longtemps, d'où leur admissibilité aux prestations.

Le Comité a appris que de nombreux travailleurs aux longs états de service qui sont licenciés ont beaucoup de mal à trouver un nouvel emploi ou à profiter des programmes de formation parrainés par l'employeur ou provenant d'autres sources, ce qui a conduit un témoin à la suggestion suivante :

Je suis en faveur de l'idée de verser des prestations supplémentaires aux travailleurs qui occupent leur emploi depuis longtemps et qui n'ont pas récemment présenté de nombreuses demandes d'assurance-emploi parce que les recherches montrent que ce sont eux qui ont le plus de difficulté à trouver un nouvel emploi. Une question d'équité peut être soulevée dans ces cas parce qu'il s'agit de travailleurs qui cotisent parfois au régime sans interruption depuis 30 ans et qui, très souvent, reçoivent des prestations d'assurance-emploi pendant 20 semaines, au plus. Pour certains de ces travailleurs plus âgés, je suis en faveur de prolonger la période d'admissibilité aux prestations.

⁸³ Statistique Canada, « Assurance-emploi », *Le Quotidien*, 25 août 2009, <http://www.statcan.gc.ca/daily-quotidien/090825/dq090825a-fra.htm>, consulté le 25 août 2009.

⁸⁴ Statistique Canada, « Bénéficiaires touchant des prestations ordinaires selon le groupe d'âge, le sexe, et la province ou le territoire », *Le Quotidien*, 25 août 2009, <http://www.statcan.gc.ca/daily-quotidien/090825/t090825a2-fra.htm>, consulté le 25 août 2009.

(David Gray, *Témoignages*, professeur agrégé, Université d'Ottawa, Sous-comité sur les villes, 2^e session, 39^e législature, 29 mai 2008)

Une proposition semblable, mais plus détaillée, a été présentée par le Groupe d'experts sur les travailleurs âgés, créé par le ministre des Ressources humaines et du Développement social en janvier 2007. Le Comité fait écho à la recommandation du Groupe d'experts⁸⁵.

Recommandation 8

Le Comité recommande que le gouvernement fédéral modifie la *Loi sur l'assurance-emploi* pour que les travailleurs qui perdent leur emploi après de longs états de service puissent toucher des prestations sur une plus longue période et pour que la période de prestations prolongée ne soit pas fondée uniquement sur les taux de chômage régionaux.

Autres travailleurs

Des syndicats et des groupes de réflexion, dont le Congrès du travail du Canada⁸⁶, le Task Force on Modernizing Income Security for Working-Age Adults (MISWAA)⁸⁷ et le Centre canadien de politiques alternatives⁸⁸, réclament le rétablissement, voire l'amélioration, de la couverture antérieure du régime.

En outre, deux rapports produits par des groupes chargés de conseiller les ministres du gouvernement actuel ont recommandé l'élargissement du régime. Voici ce qu'a recommandé le comité créé pour conseiller le ministre des Ressources humaines et du Développement social au sujet des places en garderie :

Modifier les prestations de maternité et parentales de l'assurance-emploi afin de mieux tenir compte de l'offre de places en garderie, en prolongeant la période de prestations et en élargissant l'admissibilité à celles-ci. Cela inclurait la prolongation de la période de prestations, l'élargissement de l'accès des pères aux prestations, la création d'une nouvelle prestation pour les grands-parents qui sont sur le marché du travail et des mesures incitant les employeurs à offrir un complément aux prestations⁸⁹.

Récemment, la conseillère en santé des enfants et des jeunes a recommandé au ministre de la Santé de « [p]rolonger la durée de l'accessibilité aux prestations d'assurance-emploi (AE)

⁸⁵ Groupe d'experts sur les travailleurs âgés, *Soutien et engagement des travailleurs âgés dans la nouvelle économie*, 2008, p. iv-v, http://www.rhdcc-hrsc.gc.ca/fra/publications_ressources/pmt/eta/2008/travailleurs_agees_2008.pdf, consulté le 20 août 2009.

⁸⁶ Congrès du travail du Canada, *Vers un meilleur régime d'assurance-emploi (a.-e.) pour les travailleurs et les travailleuses sur le marché du travail actuel*, février 2007, p. 10-12.

⁸⁷ *Time for a Fair Deal*, p. 30.

⁸⁸ Monica Townson et Kevin Hayes, *Women and the Employment Insurance Program*, Centre canadien de politiques alternatives, 2007, p. 36-38.

⁸⁹ *Aider les familles et les enfants canadiens : réduire l'écart entre l'offre et la demande de services de garde de grande qualité*, rapport du Comité consultatif ministériel sur l'Initiative sur les places en garderie du gouvernement du Canada, octobre 2007, p. 3, http://dsp-psd.pwgsc.gc.ca/collection_2007/hrsc-rhdsc/HS4-29-2007F.pdf, consulté le 12 mai 2008.

dans le cas des congés pour soins prodigués avec compassion pris par des parents qui ont un enfant atteint d'une maladie fatale⁹⁰ ».

Le Comité a bien accueilli les améliorations temporaires qui ont été apportées au régime dans le budget de 2009 par suite de la récession. Il est néanmoins persuadé que le régime actuel n'est pas satisfaisant, comme en témoignent l'augmentation massive du nombre de personnes qui ont besoin de prestations et les sérieuses difficultés rencontrées lorsque les prestations prennent fin avant la réintégration au marché du travail. Des témoins ont signalé au Comité l'importance de prolonger l'admissibilité et de bonifier les prestations pour tenir compte des nouvelles conditions du marché du travail et des fluctuations de la situation économique⁹¹.

Enfin, des témoins ont indiqué que le délai de carence de deux semaines, qui peut être compensé par les derniers chèques de paie dans le cas de licenciements, n'a absolument pas sa raison d'être pour les prestations parentales et les prestations de compassion, car aucun chèque de paie ne suit la prise du congé dans ces circonstances⁹².

Recommandation 9

Le Comité recommande que le délai de carence de deux semaines établi pour les prestations d'assurance-emploi soit supprimé dans le cas des personnes qui prennent un congé pour raisons familiales ou parentales financé par le régime d'assurance-emploi.

Adaptation aux changements économiques

Le Comité a été informé plus particulièrement que les critères d'accessibilité et les périodes de prestations dépendent de la situation régionale antérieure. Le régime ne peut donc pas se préparer à un changement, même marqué, de l'économie régionale. Bien que le gouvernement ait réagi dans son budget de 2009 en prolongeant la période de prestations et en augmentant les fonds temporairement, il demeure nécessaire de modifier les modalités de base pour que le régime puisse s'adapter sans devoir recourir à des mesures extraordinaires et temporaires :

[N]ous avons tous vu venir cette récession, jusqu'à un certain point, et nous savions que de plus en plus des prestations seraient versées et que les habitants de l'Ontario, où le taux de chômage était peu élevé, auraient besoin de ces prestations. Malgré tout, les règles d'admissibilité au programme sont fondées sur l'industrie récente du chômage [...] dans ce cas en particulier, nous savions que la situation changerait rapidement dans l'avenir et qu'il faudrait inclure ces personnes. Pourtant, le programme tenait compte de la situation en vigueur trois ou quatre mois auparavant. Tout cela donne à penser qu'il est urgent de tenir des discussions comme celles que nous avons présentement.

(Miles Corak, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

⁹⁰ D^{re} K. Kellie Leitch, *Vers de nouveaux sommets – Rapport de la conseillère en santé des enfants et des jeunes*, Santé Canada, 2007, p. 9.

⁹¹ Voir par exemple les témoignages d'Andrew Sharpe, Sous-comité sur les villes, 22 avril 2009, ou de Miles Corak, Sous-comité sur les villes, 29 mai 2009, présentés au cours de la 2^e session de la 40^e législature; et de Diane Swinemar, Comité, 3 mai 2008, 1^{re} session, 39^e législature.

⁹² Richard Shillington, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 29 mai 2008.

Recommandation 10

Le Comité recommande que le gouvernement remanie le régime d'assurance-emploi pour qu'il permette des ajustements en fonction des ralentissements économiques prévus au lieu de tenir compte uniquement de l'expérience récente.

Soutien aux parents

Le Comité a entendu des témoignages sur les prestations parentales de l'assurance-emploi, qui sont parmi les plus généreuses des pays de l'OCDE. En l'occurrence, les parents admissibles peuvent avoir droit à des prestations pour remplacer une partie de leur revenu juste avant la naissance d'un enfant et pour une période maximale d'un an par après. La période de protection est généreuse par comparaison avec celle des autres pays, mais l'admissibilité est inégale :

Les prestations de maternité ne sont versées qu'à la moitié des nouvelles mères. Elles ne sont pas disponibles pour les travailleuses autonomes, sauf au Québec. Environ la moitié des nouvelles mères qui ne touchent pas de prestations de maternité ont travaillé au cours de la dernière année, mais elles n'ont pas travaillé dans la mesure et de la manière requises par le régime d'assurance-emploi.

(Richard Shillington, associé principal, Informetrica Limited, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 29 mai 2008)

Comparativement au régime d'assurance parentale administré par le Québec, qui s'applique aux travailleurs autonomes et à d'autres personnes qui ne sont pas nécessairement admissibles aux prestations d'assurance-emploi, le régime d'assurance-emploi présente des lacunes. Le Comité considère le régime québécois comme un modèle utile, mais constate que ce type de programme, dissocié de l'assurance-emploi, est strictement de compétence provinciale. Tout en espérant que d'autres provinces décideront d'offrir un régime de cette nature, le Comité recommande d'élargir l'admissibilité aux prestations d'assurance-emploi à titre temporaire.

Recommandation 11

Le Comité recommande que le gouvernement fédéral modifie le régime d'assurance-emploi de façon à rendre les travailleurs autonomes admissibles aux prestations parentales; les cotisations seraient semblables à celles qui sont versées par les salariés admissibles.

Maladies de moyenne durée et intermittentes

Le Comité a pris connaissance des difficultés que pose une maladie ou une incapacité de moyenne durée pour la personne qui travaille. Comme la plupart des régimes d'invalidité provinciaux sont liés à l'aide sociale et imposent des exigences concernant l'épuisement de l'avoir, cette forme de soutien du revenu ne convient pas à quelqu'un qui ne prévoit pas s'absenter du travail sur une période prolongée. Les prestations d'invalidité du RPC ne sont pas non plus la solution pour beaucoup de gens :

À l'heure actuelle, les femmes atteintes d'un cancer du sein n'ont pas droit aux prestations d'invalidité du RPC sous prétexte qu'elles ne sont pas suffisamment malades; et c'est la même histoire pour les personnes souffrant de sclérose en plaques. Ces personnes épuisent les 15 semaines de prestations de maladie prévues par le régime d'assurance-emploi, un principe qui est le même depuis [...] 1971. Tous les autres types de prestations versées dans le cadre du régime d'assurance-emploi ou d'assurance-chômage (prestations de

maternité, prestations parentales, prestations pour pêcheur, et cetera) ont été mises à jour; seules les prestations de maladie sont demeurées les mêmes depuis 37 ans.

(Michael Prince, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 17 avril 2008)

Le Comité est sensible au fait qu'au cours d'une vie ce type d'infortune, qui est d'abord temporaire et nécessite une solution temporaire, peut évoluer pour conduire à une dépendance probablement permanente à des programmes de soutien du revenu insuffisants. D'après les témoignages présentés au Comité, le régime d'assurance-emploi est un bon mécanisme pour procurer cette solution temporaire à plus de sept millions de travailleurs aux prises avec une maladie épisodique, à la condition de prévoir des prestations de maladie prolongées qui assureront une plus grande souplesse⁹³.

Recommandation 12

Le Comité recommande que le gouvernement fédéral augmente la durée des prestations de maladie du régime d'assurance-emploi pour qu'elle s'établisse à 50 semaines au fil du temps afin que les personnes admissibles qui ont une maladie ou une incapacité de moyenne durée reçoivent un soutien approprié.

Érosion du principe de base du régime

Le Comité a entendu des témoignages sur les mesures intégrées au régime d'assurance-emploi pour combler des besoins qui ne sont pas seulement occasionnés par une perte d'emploi à court terme, par exemple les différences régionales dans les périodes de prestations et l'instauration des prestations parentales et des prestations de compassion.

Mais surtout, le Comité a reçu des témoignages et des avis contradictoires concernant l'érosion du principe de base du régime. Pour certains, les nouveaux programmes répondent aux besoins émergents et améliorent le régime⁹⁴; pour d'autres, ils nuisent à la viabilité du régime et à sa capacité d'atteindre ses objectifs en matière d'assurance⁹⁵.

Une proposition qui n'obligerait pas à ramener le régime à sa plus simple expression permettrait quand même d'en renforcer le principe de base : il s'agit de la fixation des taux de cotisation d'après les antécédents. Certains estiment que le rétablissement de cette pratique pour les employeurs dissuaderait ceux-ci d'essayer de réduire leurs coûts de main-d'œuvre en licenciant des travailleurs et en les faisant bénéficier des prestations d'assurance-emploi.

Un témoin, qui rendait compte d'une étude récente de la Société de recherche sociale appliquée, a expliqué cette tendance :

⁹³ Voir Michael Prince, *Envisager des possibilités inédites : Une nouvelle architecture de politique sociale pour les Canadiens handicapés*, mémoire présenté au Sous-comité sur les villes, 22 juin 2009, <http://ccdonline.ca/fr/socialpolicy/poverty-citizenship/boldfeasibilities>, et *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 17 avril 2009. Cette proposition a aussi reçu un appui dans *De la vision à l'action : Un Plan national d'action pour bâtir un Canada accessible et inclusif – Plan national d'action pour les personnes handicapées*, 2007, p. 5, <http://ccdonline.ca/fr/socialpolicy/actionplan/inclusive-accessible-canada>, consulté le 28 août 2009.

⁹⁴ Michael Prince, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009.

⁹⁵ Voir, par exemple le témoignage de David Gray, Sous-comité sur les villes, 2^e session, 39^e législature, 29 mai 2008.

[U]n nombre important d'entreprises reçoivent régulièrement des subventions par l'entremise du régime d'assurance-emploi, car le montant de prestations que touchent leurs employés est plus élevé que leurs cotisations au régime. Notre recherche montre également que les pratiques en matière de ressources humaines et d'autres caractéristiques des entreprises sont deux fois plus importantes que l'industrie ou l'emplacement de l'entreprise quand il s'agit de déterminer pourquoi elles profitent plus souvent que les autres de l'assurance-emploi.

(Carole Vincent, associée principale de recherche, Société de recherche sociale appliquée, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 29 mai 2008)

Des témoins soutenaient qu'il fallait réinstaurer un régime prélevant des cotisations élevées auprès des entreprises qui font un usage répété de l'AE en licenciant fréquemment des employés. Des organisations ont proposé d'instaurer de tels changements, par exemple la fixation des taux de cotisation des employeurs selon les antécédents, notamment l'Institut C.D. Howe⁹⁶, la Chambre de commerce⁹⁷, l'OCDE⁹⁸, l'Institute for Competitiveness & Prosperity⁹⁹ et l'Association des comptables généraux accrédités du Canada¹⁰⁰. Certaines d'entre elles voient cette pratique comme un moyen de faire baisser les cotisations d'une partie des employeurs; d'autres présentent l'argument pour des raisons de principe uniquement.

Le Comité a entendu les mêmes arguments dans les témoignages :

La structure financière de notre innovation devait être soutenue par l'imposition de taux particuliers liés à l'expérience, si vous voulez. Cela signifie des primes qui varient en fonction du nombre de mises à pied qu'a faites une entreprise. C'est la forme que prenait la discipline financière dans la proposition initiale de 1970. La fixation d'un taux particulier pour les primes est une mesure qui a immédiatement été éliminée. Quand la loi a été adoptée, elle a été adoptée sans les taux particuliers.

(Miles Corak, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Le Comité reconnaît que le fait d'accorder une telle importance à l'utilisation répétée des prestations d'assurance-emploi par les employeurs risque de nuire aux entreprises saisonnières, comme les pêches et le tourisme.

Recommandation 13

Le Comité recommande que le gouvernement fédéral envisage le rétablissement de la pratique fondée sur les antécédents des employeurs dans tout projet de remaniement ou de réforme du régime d'assurance-emploi.

⁹⁶ F. Poschmann et W. Robson, *Reprogramming the EI Cash Machine: Matching Employment Insurance Premiums and Payouts*, Backgrounder 51, C.D. Howe Institute, 2001.

⁹⁷ Chambre de commerce, *Employment Insurance Program*, 2007, <http://www.chamber.ca/images/uploads/Resolutions/2007/finance/EmploymentInsurance.pdf>, consulté le 20 mai 2008.

⁹⁸ *Études économiques de l'OCDE : Canada*, Organisation de coopération et de développement économiques, 2006, p. 70.

⁹⁹ Institute for Competitiveness & Prosperity, *2020 Challenge: Agenda for Canada's prosperity*, 2007, p. 55.

¹⁰⁰ CGA-Canada, *Prudent, Competitive & Efficient*, mémoire présenté au Comité permanent des finances de la Chambre des communes, 2004, p. 21.

Formation financée par l'assurance-emploi

Le Comité a été informé qu'un nombre beaucoup trop faible de cotisants à l'assurance-emploi qui deviennent chômeurs ne peuvent se prévaloir des programmes de formation financés par le régime. En vertu du règlement actuel, il faut être admissible aux prestations pour participer à ce type de programme¹⁰¹.

La formation financée par l'AE doit être offerte aux personnes qui ont payé des cotisations mais qui ne sont pas admissibles aux prestations.

Il a été dit au Comité que, d'après l'expérience vécue dans d'autres pays, le succès de ces programmes repose sur une conjoncture économique favorable :

[L]es services [de formation] fournis par le service public d'emploi sont extrêmement efficaces quand les conditions macroéconomiques sont bonnes. Autrement dit, l'efficacité d'un service public d'emploi dépend de la disponibilité des emplois. C'est une situation entièrement différente en ce qui concerne l'élaboration des politiques. Modifier le régime d'assurance-emploi peut aider, mais seulement quand les conditions macroéconomiques sont favorables.

(Axel van den Berg, professeur, Département de sociologie, Université McGill, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 29 mai 2008)

Le Comité comprend néanmoins que les cotisants au régime qui ne sont pas admissibles aux prestations occupaient vraisemblablement un emploi précaire, souvent le seul type d'emploi accessible aux travailleurs peu qualifiés, qui sont par ailleurs les personnes qui ont le plus besoin de formation.

Recommandation 14

Le Comité recommande que le gouvernement fédéral donne accès à la formation financée par l'AE aux personnes qui ont cotisé au régime au fil du temps, mais qui ne sont pas admissibles aux prestations.

Le Comité a aussi été informé de restrictions imposées quant au genre de formation financé par l'assurance-emploi, ce qui empêche les fonds d'être utilisés pour faciliter l'intégration des immigrants au marché du travail. Une autre section du présent rapport examine plus en détail les difficultés auxquelles se heurtent les immigrants qui veulent s'intégrer au marché du travail; néanmoins, le Comité tient à recommander des changements qui pourraient être utiles dans les programmes généraux.

Recommandation 15

Le Comité recommande que le gouvernement fédéral voie à ce que la formation financée par le régime d'AE englobe les cours de langue avancés ainsi que la formation permettant aux personnes qui ont acquis des titres de compétence à l'étranger de les faire reconnaître au Canada.

¹⁰¹ Debbie Douglas, mémoire présenté au Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009.

Éducation et formation

Les rapports entre l'éducation et la pauvreté sont des rapports de réciprocité : l'éducation peut permettre d'atténuer la pauvreté tandis que la pauvreté se répercute sur le niveau d'éducation. Compte tenu d'un tel cadre général il convient de s'arrêter aux éléments suivants :

- « Éducation » est un terme qui englobe l'apprentissage qui se fait pendant toute la vie. Cela inclut le développement au cours de l'enfance et l'intervention précoce, les études de la maternelle à la 12^e année, la formation dans les métiers et l'apprentissage, l'éducation postsecondaire, l'alphabétisation et l'éducation des adultes ainsi que les programmes de formation et de perfectionnement.
- Le niveau d'éducation atteint est influencé par des facteurs socioéconomiques et l'état de santé. Comme il est souligné dans un rapport, pour que les enfants et les jeunes tirent le maximum de leur potentiel, il leur faut davantage que des écoles offrant un milieu favorable. « La sécurité économique, la politique de la santé, les loisirs, la culture, la protection des enfants et la justice¹⁰² » ont également des répercussions sur la réussite des élèves et leur bien-être.
- Il existe tout un réseau de relations de cause à effet qu'il convient d'analyser dans l'élaboration de politiques visant la pauvreté et l'éducation. Par exemple, il est simpliste d'affirmer que la pauvreté explique les problèmes de lecture. Une analyse plus pointue pourrait démontrer que la pauvreté découle du manque de possibilités d'emploi, ce qui force des familles à déménager fréquemment, d'où un manque d'assiduité à l'école qui expliquerait les piètres résultats en lecture¹⁰³.

Témoignant devant le Comité, John Richards a présenté l'évaluation suivante :

Au cours du dernier siècle, le niveau de revenu auquel peut aspirer une personne n'ayant pas fait d'études a baissé ou est resté inchangé dans tous les pays industrialisés. Par conséquent, les personnes qui n'ont pas fait d'études, ou qui ont un faible niveau de scolarité et qui travaillent à plein temps finissent souvent dans la pauvreté [...]

(John Richards, professeur, Programme des politiques gouvernementales, Université Simon Fraser, *Témoignages*, Comité, 2^e session, 39^e législature, 13 décembre 2007)

Les personnes qui n'ont pas fait d'études, ou qui ont un faible niveau de scolarité et qui travaillent à plein temps finissent souvent dans la pauvreté.

John Richards

On a déclaré au Comité que, pour régler le problème de la faible scolarisation associée à un statut socioéconomique faible des parents, il fallait une solution à multiples facettes qui touche tous les aspects abordés au cours de l'étude :

Voici des stratégies et des recommandations de politique qui pourraient améliorer considérablement la situation inéquitable en matière d'éducation qu'entraîne la situation socioéconomique de la famille : l'augmentation du salaire minimum, le rétablissement d'une admissibilité élargie à l'assurance-emploi, des

¹⁰² Rianne Mahon, *School-aged Children across Canada: A Patchwork of Public Policies*, Étude n° F10 des RCRPP, 2001. [traduction]

¹⁰³ Joseph Flessa, *Poverty and Education: Literature Review*, Fédération des enseignantes et des enseignants de l'élémentaire de l'Ontario, 2006, p. 10.

investissements majeurs dans le logement social et l'accessibilité accrue à l'éducation et à la formation postsecondaires à un prix abordable.

(Emily Noble, présidente, Fédération canadienne des enseignantes et des enseignants, *Témoignages*, Comité, 2^e session, 39^e législature, 7 février 2008)

Éducation préscolaire

Dans un article, un analyste affirme que, pour s'attaquer à la pauvreté persistante, la politique gouvernementale devrait mettre l'accent sur l'atténuation des « inégalités dans l'acquisition du capital humain chez les jeunes¹⁰⁴ ». Ces inégalités peuvent apparaître à un très jeune âge chez l'enfant. Selon certaines études, les programmes d'intervention au cours de la petite enfance ont contribué à améliorer les chances des enfants¹⁰⁵. En outre, les congés parentaux ont donné aux parents la possibilité d'entourer leurs enfants de soins, contribuant ainsi positivement à leur développement social¹⁰⁶.

Des services de garderie de qualité ont des effets importants sur les enfants et sur la possibilité pour les parents d'occuper un emploi rémunéré.

Le Comité avait déjà entendu parler de l'importance des premières années de vie lors d'études précédentes, notamment celle de 1991 sur les enfants vivant dans la pauvreté et d'autres, plus récentes, sur la santé des populations et le développement des enfants d'âge préscolaire, qui ont fait l'objet de rapports déposés au Sénat en 2009. On ne s'étonnera pas que le sujet ait également surgi à maintes reprises au cours de notre étude sur la pauvreté, le logement et l'itinérance dans les villes canadiennes.

Campagne 2000, une coalition de 120 groupes nationaux et régionaux qui se consacrent aux enjeux sociaux canadiens et qui continuent de rappeler au Parlement son engagement à mettre fin à la pauvreté chez les enfants avant l'an 2000, insiste toujours sur l'importance de financer le développement des enfants d'âge préscolaire comme moyen d'atteindre ce but :

[I]l est absolument essentiel d'offrir un programme universel, accessible et de grande qualité pour la garde des enfants et l'apprentissage précoce, tant pour améliorer le développement des enfants pauvres que pour permettre aux parents de chercher du travail et de prendre de la formation. Nous souhaiterions que 1,2 milliard de dollars de plus soient injectés à cette fin dans un avenir prévisible.

(Sid Frankel, professeur agrégé, faculté des sciences sociales, Université du Manitoba, *Témoignages*, Comité, 1^{re} session, 39^e législature, 10 mai 2007)

Beaucoup d'autres témoins ont formulé des recommandations semblables, notamment la Fédération canadienne des enseignantes et des enseignants, qui a insisté sur l'importance des services et du soutien offerts à la petite enfance pour faire en sorte que tous les enfants bénéficient de l'école¹⁰⁷. Le Comité a notamment pris note que les investissements fédéraux

¹⁰⁴ *Ibid.*, p. 16. [traduction]

¹⁰⁵ Stephen Sedgwick, *Human capital and social inclusion: We are all human capital now!*, document présenté lors du symposium Brotherhood of St Laurence's Social Inclusion Down Under, 26 juin 2008, Melbourne, Australie, p. 7.

¹⁰⁶ *Ibid.*

¹⁰⁷ Fédération canadienne des enseignantes et des enseignants, *La pauvreté des enfants et les écoles*, mémoire présenté au Comité sénatorial des sciences et de la technologie, 2^e session, 39^e législature, 7 février 2008, p. 3.

appréciables dans l'apprentissage préscolaire ont contribué au succès de la stratégie ontarienne de réduction de la pauvreté :

Nous avons un vrai problème en Ontario avec la fin du financement fédéral de l'éducation préscolaire et de la garde d'enfants. Nous serons obligés de prendre des décisions très difficiles. Je veux insister sur l'importance, pour les enfants de la province, que le gouvernement fédéral repense sa décision d'annuler l'accord sur l'éducation préscolaire et la garde d'enfants. C'est important pour le développement des jeunes enfants. Si une mère ne peut pas obtenir des services de garde d'enfants, elle ne pourra pas travailler. Elle devra s'adresser à l'aide sociale. C'est aussi simple que cela. Par conséquent, c'est très important.

(L'honorable Deb Matthews, ministre des Services à l'enfance et à la jeunesse, ministre déléguée à la Condition féminine, gouvernement de l'Ontario, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 3 juin 2009)

Recommandation 16

Le Comité recommande que le gouvernement fédéral coordonne à l'échelle nationale l'élaboration d'une initiative fédérale-provinciale sur l'apprentissage des jeunes enfants.

Éducation élémentaire et intermédiaire

Les gouvernements doivent s'assurer que tous les élèves, particulièrement ceux qui sont marginalisés, ont accès à de bonnes écoles et sont capables de terminer leurs études secondaires¹⁰⁸.

En visitant des agences dans des villes de tout le Canada, les membres du Comité ont vu par eux-mêmes les résultats positifs qu'il est possible d'obtenir avec des jeunes de milieux défavorisés lorsque les parents, les enseignants et des dirigeants locaux s'intéressent à eux et les soutiennent dans leurs études.

Recommandation 17

Le Comité recommande que les programmes de financement et les allocations offerts par le gouvernement fédéral mettent en valeur et soutiennent des initiatives qui permettent de maintenir les enfants des milieux défavorisés à l'école, notamment de bons programmes d'orientation efficaces, d'activités parascolaires, des clubs de devoirs et des centres pour les jeunes.

Achèvement des études secondaires

Des travaux de recherche établissent que « [l]e taux d'activité des personnes qui n'ont pas terminé leurs études secondaires est relativement faible, et leur taux de chômage est relativement élevé, et ce, tout au long de leur vie¹⁰⁹ ». En 2006, le taux de chômage des

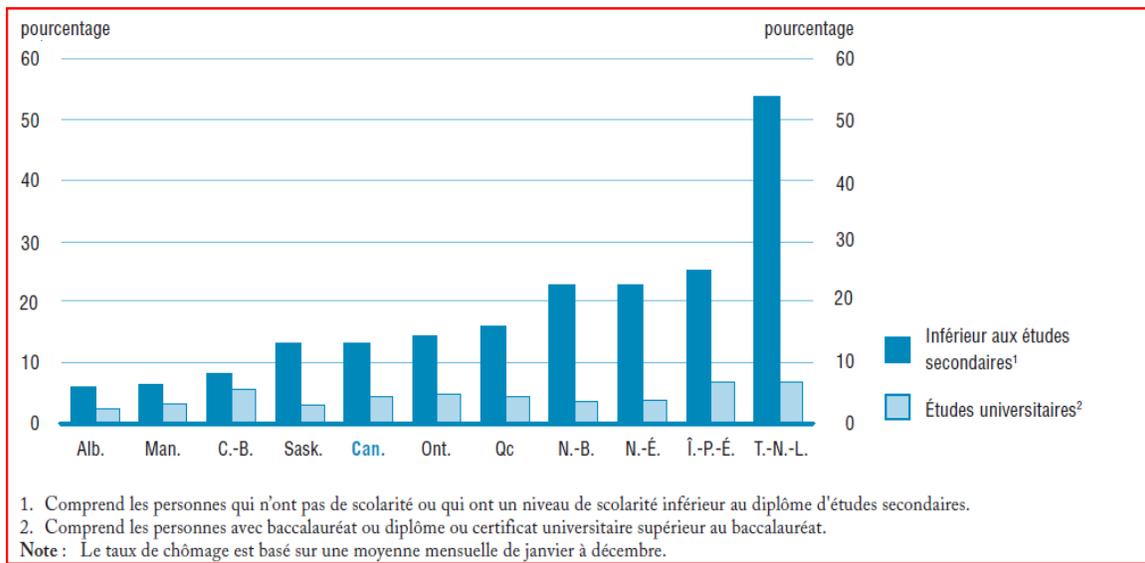
Les taux de chômage des diplômés universitaires sont moins de la moitié de ceux des décrocheurs du niveau secondaire.

¹⁰⁸ Richards, p. 16.

¹⁰⁹ Conseil des ministres de l'Éducation du Canada et Statistique Canada, *Indicateurs de l'éducation au Canada : Rapport du programme d'indicateurs pancanadiens de l'éducation*, 2007, p. 57, <http://www.statcan.gc.ca/pub/81-582-x/81-582-x2007001-fra.pdf>.

personnes âgées de 25 à 29 ans sans diplôme d'études secondaires s'élevait à 13 %, contre 4 % pour les diplômés universitaires. En 2006, le taux de chômage des diplômés universitaires âgés de 25 à 29 ans variait de 2 à 7 % parmi les provinces. Par contre, le taux de chômage des Canadiens sans diplôme d'études secondaires variait de 6 % en Alberta à plus de 20 % dans les quatre provinces atlantiques¹¹⁰.

Figure 7 – Taux de chômage chez les 25 à 29 ans, certains niveaux de scolarité, Canada et provinces, 2006¹¹¹



Le Comité a également entendu des témoignages convaincants sur les liens entre la réussite scolaire, l'état de santé, le taux d'emploi et les revenus.

Un lien de cause à effet peut être établi entre éducation et santé : si vous avez un niveau élevé de scolarité, vous pouvez utiliser efficacement les médicaments et mener un meilleur style de vie. Bien sûr, une bonne santé aura une incidence positive sur votre revenu, dans la mesure où vous aurez plus de facilité à décrocher un emploi, à travailler pendant un plus grand nombre d'heures, et ainsi de suite. Il s'agit d'une trajectoire : un faible niveau d'éducation, une mauvaise santé et un revenu peu élevé.

(Andrew Sharpe, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009)

Il faut également que les politiques gouvernementales visent à améliorer le niveau scolaire des adultes moins qualifiés et moins éduqués parce que cela améliore leurs possibilités d'emploi¹¹². Plus précisément, les adultes moins scolarisés « risquent fort de “ tirer de l'arrière ” dans une économie postindustrielle et fondée sur le savoir, et [...] ils sont susceptibles d'être faiblement rémunérés et de se retrouver plus souvent en chômage au

¹¹⁰ *Ibid.*, p. 144.

¹¹¹ *Ibid.*, p. 145.

¹¹² Karen Myers et Patrice de Broucker, *Les trop nombreux laissés-pour-compte du système d'éducation et de formation des adultes au Canada*, rapport de recherche W|34, juin 2006, p. iii, <http://www.cprn.org/doc.cfm?doc=1479&l=fr>.

cours de leur carrière¹¹³. » Des analystes ont soutenu que « les apprenants moins scolarisés sont peut-être plus susceptibles de profiter d'un apprentissage supplémentaire bien ciblé ¹¹⁴ » puisque cela améliorerait considérablement leurs possibilités de succès sur le marché du travail.

Le taux de diplomation au niveau secondaire a augmenté au Canada. Entre 1997-1998 et 2002-2003, le taux de diplomation à l'âge type¹¹⁵ au Canada est passé de 62 à 67 %. Dans l'ensemble du Canada, en 2002-2003, le taux d'obtention des diplômes était plus élevé chez les filles (78 %) que chez les garçons (70 %). Cependant, il y avait des variations entre les provinces et les territoires. En 2002-2003, ces taux étaient les plus élevés à l'Île-du-Prince-Édouard, en Nouvelle-Écosse et au Nouveau-Brunswick. Les taux les plus bas se retrouvaient dans les trois territoires. Dans les provinces, le taux de diplomation global le plus bas se retrouvait en Alberta, où il s'établissait à 67 %¹¹⁶.

Certains jeunes sont plus susceptibles d'abandonner leurs études que d'autres : les jeunes vivant dans la pauvreté, les jeunes Autochtones, les jeunes faisant partie des minorités visibles et les jeunes handicapés.

Selon le Conseil des ministres de l'Éducation et Statistique Canada, « [l]es jeunes ayant un faible niveau de scolarité sont le plus à risque d'être marginalisés sur le plan économique, particulièrement sur les marchés du travail moins dynamiques¹¹⁷. » En 2006, 14 % des Canadiens de 20 à 24 ans n'avaient pas terminé leurs études secondaires¹¹⁸.

Comme on l'a indiqué précédemment, les dépenses publiques et le revenu privé non gagné dus à l'abandon des études secondaires représentent des coûts élevés autant pour les gouvernements que pour les personnes.

« Un nombre disproportionné d'élèves canadiens vivant dans la pauvreté, de jeunes handicapés et de jeunes de minorités visibles et de collectivités autochtones¹¹⁹ » ne terminent pas leurs études secondaires. On trouve plus d'information sur le niveau de scolarité de ces groupes à la section 5 du rapport.

Deux Autochtones adultes sur cinq n'ont pas terminé leurs études secondaires.

¹¹³ *Ibid.*, p. 2.

¹¹⁴ *Ibid.*, p. iv.

¹¹⁵ L'obtention d'un diplôme à l'âge typique ou plus jeune signifie généralement que l'élève a commencé ses études à l'âge normal et les a faites sans interruption ni redoublement ou échec d'un grand nombre de cours.

¹¹⁶ CMEC et Statistique Canada, p. 57-58.

¹¹⁷ *Ibid.*, p. 144.

¹¹⁸ Michael Mendelson, *Improving Education on Reserves: A First Nations Education Authority Act*, Caledon Institute of Social Policy, juillet 2008, p. 1, <http://www.caledoninst.org/Publications/PDF/684ENG.pdf>.

¹¹⁹ Jodene Dunleavy, *L'éducation publique au Canada – faits, tendances et attitudes*, Association canadienne d'éducation, 2007, p. 5, http://www.cea-ace.ca/media/fr/CEA-ACE_PubEd.07_Fr_FinalWEB.pdf, consulté le 24 août 2009.

On a déclaré devant le Comité qu'un ralentissement économique pouvait inciter des décrocheurs à terminer leurs études secondaires, voire, à faire des études postsecondaires¹²⁰. Des témoins ont cependant rappelé au Comité que les étudiants dont les parents ont un revenu et un statut socioéconomique peu élevés sont plus enclins à participer à des programmes extrascolaires, ce qui peut aussi avoir une incidence sur les taux d'achèvement et sur la rémunération gagnée au terme des études¹²¹.

On a également parlé au Comité de Passeport pour ma réussite, un des meilleurs programmes non gouvernementaux d'incitation à terminer des études. Le témoin réclamait des mesures en ces termes :

Que devons-nous faire pour que nos villes redeviennent aussi merveilleuses qu'avant? Que devons-nous faire pour réduire la pauvreté, la criminalité et la toxicomanie, pour redonner espoir, fierté et dignité à nos jeunes et à leurs parents, et pour donner aux nouveaux Canadiens et à l'ensemble de la population active les outils qui leur permettront de tirer leur épingle du jeu dans la conjoncture économique actuelle, qui évolue rapidement? La réponse est la suivante : faites en sorte que les jeunes demeurent à l'école, donnez-leur une éducation, stimulez-les, inspirez-les et fournissez-leur du soutien, tant à l'école que dans la collectivité. Nous investissons déjà énormément d'argent pour que les élèves passent à travers leurs huit ou dix premières années d'école — nous ne devons pas les laisser tomber lorsqu'ils sont si près du but. Le meilleur rendement sur le capital investi qu'un gouvernement peut obtenir, c'est la réduction du taux de décrochage ou l'augmentation du taux d'obtention de diplômes.

(David Hughes, président et chef de la direction de Passeport pour ma réussite, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009)

Enfin, lors de ses visites sur le terrain, le Comité a rencontré du personnel d'organismes et des élèves qui semblent lutter contre des forces propres à garder les jeunes loin des écoles, mais qui persistent et réussissent en dépit de ces forces.

Recommandation 18

Le Comité recommande que le gouvernement fédéral, de concert avec le Conseil des ministres de l'Éducation du Canada, encourage et soutienne des mesures propres à réduire le taux de décrochage scolaire, notamment l'établissement d'objectifs et de délais et la production régulière de rapports de situation.

Comme il a déjà été mentionné, le pourcentage de jeunes adultes autochtones qui détiennent un diplôme d'études secondaires est particulièrement bas. En 2001, 43 % des jeunes adultes autochtones âgés de 20 à 24 ans ne détenaient pas ce diplôme. La même année, 58 % des jeunes adultes autochtones vivant dans des réserves et 35 % des jeunes adultes autochtones vivant dans des villes n'avaient pas terminé leurs études secondaires¹²². Les données du recensement de 2006 indiquent que le taux d'obtention du diplôme d'études secondaires par les jeunes Autochtones vivant dans des réserves ne s'est pas amélioré et demeure à environ

¹²⁰ Andrew Sharpe, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009.

¹²¹ Alison Taylor et Harvey Krahn, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009.

¹²² Michael Mendelson, « Improving Primary and Secondary Education on Reserves in Canada », *Caledon Commentary*, Caledon Institute of Social Policy, octobre 2006, <http://www.caledoninst.org/Publications/PDF/608ENG.pdf>.

60 %¹²³. Un chercheur a déclaré que cela signifiait que la porte des études postsecondaires demeurait fermée à la majorité des jeunes adultes autochtones¹²⁴.

Lors de la visite des organismes, particulièrement dans les villes des Prairies, les membres du Comité ont pu constater les immenses efforts que doivent déployer de nombreux jeunes Autochtones pour réunir à partir d'une multitude de sources les fonds nécessaires, pour obtenir le soutien dont ils ont besoin (qu'ils reçoivent souvent d'organismes locaux admirables) et pour réussir en dépit des obstacles. Le Comité croit que l'esprit d'initiative dont font preuve de jeunes Autochtones et le soutien qu'offrent certains organismes doivent être encouragés et soutenus financièrement pour se généraliser.

Le Comité souligne également que le Comité sénatorial permanent des peuples autochtones a recommandé d'adopter une stratégie nationale contre le décrochage scolaire des jeunes Autochtones¹²⁵.

Recommandation 19

Le Comité recommande que le gouvernement fédéral, de concert avec le Conseil des ministres de l'Éducation, encourage et soutienne des mesures propres à contrer le taux de décrochage des élèves autochtones, tant dans les réserves qu'hors réserve, notamment l'établissement d'objectifs et de délais et la production régulière de rapports de situation.

Éducation postsecondaire

Les taux d'obtention de diplômes d'études postsecondaires ont augmenté au Canada. En 2005, 72 % des Canadiens âgés de 25 à 34 ans avaient fait des études postsecondaires sous une forme ou une autre comparativement à 54 % en 1980. Parmi les Canadiens de 35 à 54 ans, 65 % avaient fait des études postsecondaires sous une forme ou une autre en 2005, comparativement à 43 % en 1980. En 2001, seulement 39 % des Autochtones âgés de 25 à 64 ans détenaient une forme ou une autre de diplôme d'études postsecondaires¹²⁶.

Selon les données du recensement de 2006, il y a eu une augmentation marquée du nombre de diplômes d'études postsecondaires accordés depuis 2001. Au niveau universitaire, c'est le nombre d'adultes obtenant un diplôme de maîtrise qui a le plus augmenté pendant ces cinq années, avec une hausse de 32 %. La plus faible augmentation (11 %) est celle du nombre d'adultes obtenant des diplômes en médecine, dentisterie, médecine vétérinaire et optométrie¹²⁷.

¹²³ Mendelson, 2008, p. 1.

¹²⁴ *Ibid.*

¹²⁵ Comité sénatorial permanent des peuples autochtones, *Les jeunes Autochtones vivant en milieu urbain*, p. v.

¹²⁶ Fondation canadienne des bourses d'études du millénaire, *Pour changer le cours des choses : l'amélioration de l'accès aux études postsecondaires des peuples autochtones du Canada*, Note de recherche du millénaire n° 2, p. 3, <http://www.millenniumscholarships.ca/images/Publications/mrn-changing-course-en.pdf>.

¹²⁷ Statistique Canada, *Portrait de la scolarité au Canada, Recensement de 2006 : résultats*, <http://www12.statcan.ca/census-recensement/2006/as-sa/97-560/index-fra.cfm?CFID=105988&CFTOKEN=84610636>.

Au cours des dernières décennies, les gouvernements ont élargi l'accès aux études supérieures afin d'accroître le bassin de travailleurs qualifiés pour l'économie du savoir¹²⁸. Dans un rapport, l'OCDE décrit « l'avantage substantiel qui résulte d'un niveau de formation tertiaire et les désavantages importants qui sont associés à un niveau de formation inférieur au deuxième cycle du secondaire¹²⁹ ». Cela a été confirmé par un témoin entendu par le Comité¹³⁰.

Selon la Fédération canadienne des étudiantes et étudiants (FCE), il existe un écart d'accessibilité entre ceux qui ont les moyens de se payer des études postsecondaires et ceux qui n'en ont pas les moyens. Selon la FCE : « [a]pproximativement 350 000 étudiants sont obligés d'emprunter pour financer leurs études. Actuellement, la dette étudiante pour un programme de quatre ans approche 25 000 \$. » Afin d'améliorer les possibilités d'accès des étudiants à faible revenu, la FCE a recommandé que la Fondation canadienne des bourses d'études du millénaire soit remplacée par un « système national de bourses accordées en fonction du besoin¹³¹ ».

Dans le budget de 2008, le gouvernement fédéral a annoncé qu'il éliminerait la Fondation canadienne des bourses d'études du millénaire en 2009. Il a mis sur pied un nouveau Programme canadien de subventions aux étudiants, qui est devenu accessible à l'automne 2009. Les étudiants qui étudient à l'université, dans un collège ou dans une école de métiers et qui se qualifient sont automatiquement admissibles aux nouvelles subventions. Les étudiants provenant de familles à faible revenu reçoivent 250 \$ par mois et ceux des familles à revenus moyens, 100 \$ par mois. Il est prévu que le nouveau programme touchera 245 000 étudiants de niveau collégial et du premier cycle universitaire¹³².

Puisqu'il s'agit d'un nouveau programme, sa portée et ses effets ne sont pas encore connus. Le Comité attend avec impatience des données sur ses résultats.

Recommandation 20

Le Comité recommande que le gouvernement fédéral suive de près les nouveaux programmes d'aide financière aux étudiants des établissements postsecondaires et fasse rapport sur leur efficacité en présentant notamment des comparaisons entre leurs effets sur la capacité financière et l'endettement et ceux des programmes qu'ils ont remplacés.

Comme dans le cas d'autres programmes et politiques, les données tirées des enquêtes successives auprès des jeunes montrent que différents groupes atteignent des

Les personnes nées à l'étranger et les membres des minorités visibles sont plus susceptibles que les autres de terminer leurs études universitaires.

¹²⁸ OCDE, *Regards sur l'éducation 2007*, 2007, p. 13.

¹²⁹ *Ibid.*

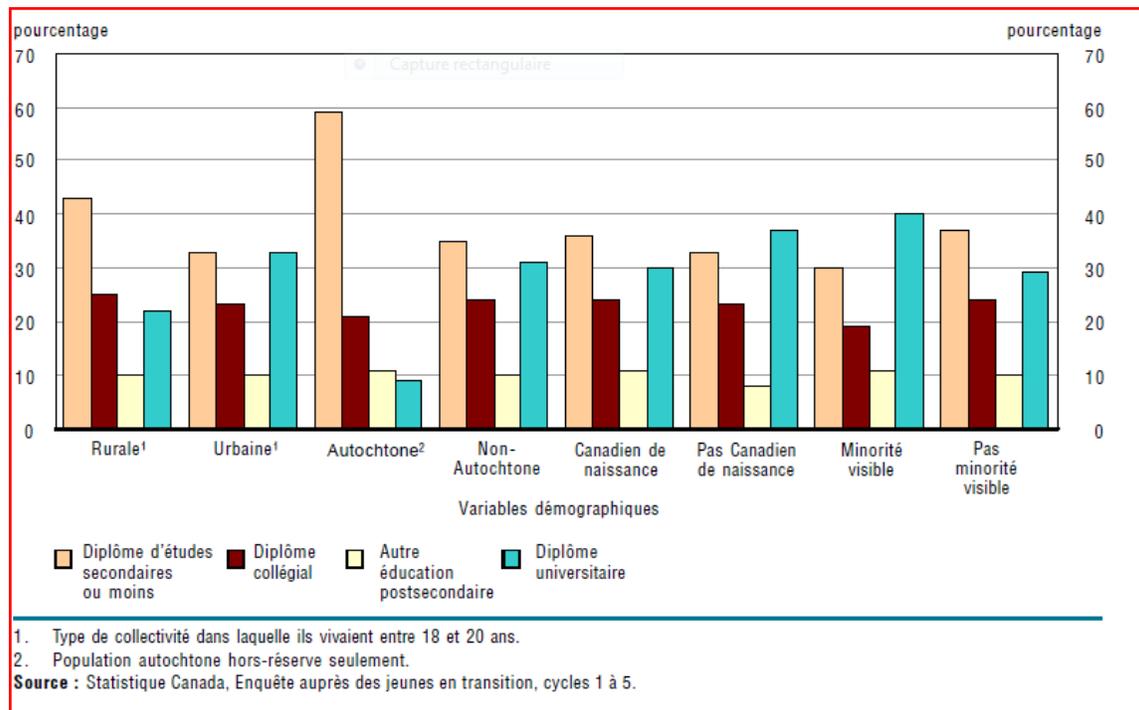
¹³⁰ Alison Taylor, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009.

¹³¹ Fédération canadienne des étudiantes et des étudiants, mémoire présenté lors des consultations prébudgétaires de 2007, août 2007, <http://www.cfs-fcee.ca/html/french/research/>.

¹³² Gouvernement du Canada, *Le plan budgétaire de 2008*, p. 111-112 et RHDCC, « Aide financière aux étudiants – subventions canadiennes pour étudiants », <http://www.cibletdes.ca/fra/principal/envedette/bdg2008/csg.shtml>.

niveaux d'éducation différents. La figure ci-dessous montre que les minorités visibles et les jeunes nés à l'extérieur du Canada ont, respectivement, un taux d'obtention de diplômes universitaires supérieur aux minorités non visibles et aux jeunes nés au Canada tandis que les jeunes Autochtones restent très surreprésentés parmi ceux qui n'ont qu'un diplôme d'études secondaires ou moins et sous-représentés parmi les diplômés d'universités.

Figure 8 – Plus haut niveau d'éducation atteint selon certaines variables démographiques¹³³



L'accès aux études postsecondaires pour les peuples autochtones et le financement des institutions postsecondaires autochtones nécessitent une attention particulière parce que le gouvernement fédéral ne se voit pas comme étant responsable de l'éducation postsecondaire des Autochtones en vertu de la *Loi sur les Indiens*¹³⁴. Dans son rapport de février 2007, le Comité permanent de la Chambre des communes sur les affaires autochtones et le développement du Grand Nord recommandait que le financement des programmes d'études postsecondaires soit accru et que l'aide financière accordée aux apprenants autochtones soit augmentée¹³⁵.

En outre, les étudiants autochtones se heurtent à plusieurs obstacles qui réduisent leur capacité de faire les études auxquelles ils aspirent, dont les ressources financières

¹³³ Danielle Shaienks et Tomasz Gluszynski, *Transitions entre les études et le marché du travail chez les jeunes adultes*, Statistique Canada, juillet 2009, p. 14, <http://www.statcan.gc.ca/pub/81-595-m/81-595-m2009075-fra.pdf>.

¹³⁴ Comité permanent des affaires autochtones et du développement du Grand Nord, *Notre priorité la plus haute : l'éducation postsecondaire des Autochtones au Canada*, février 2007, p. 3, <http://www2.parl.gc.ca/HousePublications/Publication.aspx?DocId=2683969&Language=F>.

¹³⁵ *Ibid.*

insuffisantes, une piètre préparation scolaire, un manque de confiance en soi et de motivation, l'absence de modèles ayant fait des études postsecondaires, le peu de compréhension de la culture autochtone et des expériences de racisme dans les collèges et les universités¹³⁶. Le rapport du Comité sénatorial permanent des peuples autochtones fait également mention d'obstacles à l'obtention de fonds provenant de certaines sources en raison d'une distinction entre les différents statuts¹³⁷.

Recommandation 21

Pour accroître la représentation des membres à faible revenu de certains groupes, à savoir les Autochtones et les personnes handicapées, parmi les étudiants du niveau postsecondaire, le Comité recommande que le gouvernement fédéral offre un soutien fiscal supplémentaire pour l'éducation postsecondaire à ces étudiants et à leurs familles.

Alphabétisme

La capacité fonctionnelle des adultes en lecture, en écriture et en arithmétique est essentielle pour vivre dans la société et l'économie modernes. En raison des progrès des technologies de l'information et des communications, le besoin de disposer d'une population active hautement alphabétisée s'accroît. Les capacités en lecture sont associées à des résultats positifs sur le marché du travail¹³⁸.

Un sondage sur l'alphabétisation administré en 2003 à 23 000 Canadiens de 16 ans et plus a montré qu'un pourcentage appréciable d'adultes canadiens ne possèdent qu'un niveau d'alphabétisation de base¹³⁹. Selon le CMEC et Statistique Canada, ces personnes sont susceptibles d'être confrontées à de véritables défis compte tenu des demandes croissantes en matière de compétences de l'économie du savoir d'aujourd'hui¹⁴⁰.

Les travaux de recherche montrent que « ceux qui ont le moins de capacités, comme l'indiquent leurs résultats en littératie, sont les moins susceptibles de bénéficier des possibilités accrues de participer à des formes structurées d'apprentissage par les adultes¹⁴¹ ».

Les chercheurs ont constaté que le temps et l'argent constituent un obstacle majeur. Même lorsqu'il n'y a pas de droits de scolarité à payer, les apprenants n'obtiennent aucune ressource financière pour payer leurs frais de subsistance¹⁴².

¹³⁶ Fondation canadienne des bourses d'études du millénaire, p. 3.

¹³⁷ Comité sénatorial permanent des peuples autochtones, *Les jeunes Autochtones vivant en milieu urbain*, p. iv.

¹³⁸ David Green et Craig Riddell, *Les capacités de lecture et de calcul et la situation sur le marché du travail au Canada*, Statistique Canada, 2001.

¹³⁹ L'Enquête internationale sur l'alphabétisation et les compétences des adultes a évalué le niveau d'alphabétisation des adultes dans quatre domaines : la compréhension de textes suivis, la compréhension de textes schématiques, la numératie et la résolution de problèmes. Pour plus de détails, voir le CMEC et Statistique Canada, p. 105.

¹⁴⁰ CMEC et Statistique Canada, p. 106.

¹⁴¹ Kjell Rubenson et coll., *Apprentissage par les adultes au Canada : Une perspective comparative*, Statistique Canada, 2007, p. 40, <http://www.statcan.gc.ca/pub/89-552-m/89-552-m2007017-fra.pdf>, consulté le 17 septembre 2009.

Recommandation 22

Le Comité recommande que le gouvernement fédéral assure un soutien financier solide aux programmes d’alphabétisation des adultes et des familles, en accordant une attention toute particulière aux groupes surreprésentés parmi ceux qui n’ont pas terminé leurs études secondaires.

Autre formation

En dépit du fait que le gouvernement du Canada et les gouvernements provinciaux et territoriaux investissent des milliards de dollars dans les programmes de formation sans lien avec le système scolaire officiel, le Comité a entendu des témoins affirmer que le financement de beaucoup de ces programmes était complexe et instable et que beaucoup d’obstacles entravaient l’accès à ces programmes.

Soutien financier insuffisant

Lors de leurs visites sur le terrain les membres du Comité ont été impressionnés par la persistance de participants à des programmes de formation en dépit des mesures de soutien du revenu qui accordent un soutien financier insuffisant et incertain et qui imposent des règles qui n’encouragent pas, bien au contraire, l’inscription à une formation. Par exemple, on a dit au Comité qu’afin de rayer rapidement les individus des rôles de l’assurance-emploi et de l’aide sociale, l’aide à la formation est souvent accordée pendant une période trop courte pour que les personnes puissent acquérir la formation qui leur permettrait de trouver des emplois sûrs offrant des salaires raisonnables¹⁴³.

Les mesures de soutien du revenu destinées aux étudiants sont souvent insuffisantes et incertaines.

Recommandation 23

Le Comité recommande que les gouvernements fédéral et provinciaux modifient de concert les programmes de sécurité du revenu actuels en vue de garantir le financement de la formation pendant assez longtemps pour que les individus qui y participent puissent trouver des emplois sûrs offrant une rémunération raisonnable.

Manque d’accès

Il est clairement apparu aux membres du Comité que la demande de cours de formation conduisant à une certification et à l’acquisition de compétences recherchées sur le marché du travail dépassait nettement l’offre. Les personnes qui profiteraient d’une telle formation sont souvent incapables de s’inscrire aux cours offerts à temps.

C’est tout particulièrement vrai pour les immigrants, qui ne forment pas un groupe visé par les fonds transférés dans le cadre des ententes sur le développement du marché du travail¹⁴⁴,

¹⁴² Myers et de Brouker, *Les trop nombreux laissés-pour-compte du système d’éducation et de formation des adultes au Canada*, p. 87.

¹⁴³ Glenn Drover, *Témoignages*, Comité, 1^{re} session, 39^e législature, 10 mai 2007.

¹⁴⁴ Naomi Alboim et Maytree, *Adjusting the Balance: Fixing Canada’s Economic Immigration Policies*, Maytree, juillet 2009, p. 61, <http://www.maytree.com/wpcontent/uploads/2009/07/adjustingthebalance-final.pdf>, consulté le 31 juillet 2009.

et pour les personnes handicapées et les Autochtones pour qui les programmes ciblés actuels restent inefficaces¹⁴⁵.

Recommandation 24

Le Comité recommande que, dans toutes les ententes sur le marché du travail, nouvelles ou reconduites, le gouvernement fédéral réserve aux personnes handicapées un pourcentage des places disponibles dans les cours de formation (ce pourcentage correspondant au pourcentage fixé comme objectif dans le cadre du programme d'équité en matière d'emploi au sein de la fonction publique fédérale).

Recommandation 25

Le Comité recommande que, dans toutes les ententes sur le marché du travail, nouvelles ou reconduites, les immigrants soient clairement désignés comme groupe cible des programmes de formation, notamment des programmes de formation linguistiques et autres qui visent à réduire les obstacles à l'accès au marché du travail.

Accès aux services de santé

Des témoins entendus par le Sous-comité sur la santé des populations de même que d'autres témoins qui ont parlé de pauvreté, de logement et d'itinérance ont affirmé que la pauvreté avait de grandes répercussions sur la santé des habitants des quartiers où sont concentrées des personnes à faible revenu et également sur l'accès à des services qui ne sont pas couverts par l'assurance-maladie. Cela s'ajoute à la corrélation générale entre la pauvreté et un piètre état de santé.

Les gens vivant dans des quartiers défavorisés affichent de moins bons résultats sur le plan de la santé que les autres personnes.

Les liens entre la pauvreté et l'état de santé sont connus et les inégalités de santé qui en découlent sont persistantes. [...] Les groupes de population dont les bilans de santé sont les plus négatifs sont tous dans des situations de pauvreté matérielle et de défavorisation sociale [...] En ce sens, de nombreux analystes considèrent la pauvreté comme un des déterminants principaux de la santé¹⁴⁶.

Géographie, revenu et état de santé

En s'appuyant sur l'étude sur la santé des populations dont il a présenté le rapport en juin 2009, le Comité a étudié les corrélations entre les quartiers où vit une population à faible revenu et le piètre état de santé. S'il est vrai qu'un régime de santé publique se traduit par un

¹⁴⁵ On trouve plus d'information sur les programmes s'adressant à ces groupes dans la section 5 du rapport.

¹⁴⁶ Élisabeth Mercier, *Loi visant à lutter contre la pauvreté et l'exclusion sociale (L.R.Q., chapitre L-7)*, note documentaire numéro 1, historique, Centre de collaboration nationale sur les politiques publiques et la santé et Institut National de santé publique, juin 2009, p. 1, <http://www.ccnpps.ca/docs/Loi112HistoriqueFR.pdf>, consulté le 25 août 2009.

accès égal aux services, cela ne signifie pas que les effets seront identiques pour tous. Des témoins ont présenté des éléments de preuve convaincants au Comité.

Dans les quartiers [où vivent des individus à faible revenu, Centraide Toronto a] identifié [...] les problèmes [...] suivants : des taux de diabète plus élevés, un plus grand nombre de grossesses chez les adolescentes, un poids moins élevé à la naissance et une plus grande participation des jeunes dans les gangs, de même qu'une plus grande violence, une plus grande utilisation des armes à feu et davantage d'enfants qui meurent.

(Frances Lankin, Témoignages, Comité, 2e session, 39e législature, 28 février 2008)

Dans son rapport annuel de 2005, le Conseil canadien de la santé, qui a été créé par les premiers ministres afin de surveiller l'état du système de santé du Canada, signalait la corrélation entre le fait de vivre dans un quartier défavorisé et le piètre état de santé :

Le plus grand problème qui se pose au Canada en matière de santé est celui des inégalités.

L'amélioration générale de notre état de santé nous dissimule la triste réalité d'une montée des inégalités de santé entre les classes sociales au Canada comme dans la plupart des pays très avancés. Dans notre pays,

- l'espérance de vie en santé diminue de trois ou quatre ans dans les milieux défavorisés par rapport aux milieux favorisés;
- le taux de mortalité infantile double presque dans les milieux défavorisés par rapport aux milieux favorisés;
- les enfants nés dans les milieux défavorisés ont un poids moyen à la naissance qui est d'un quart de livre inférieur à celui des enfants nés dans les milieux favorisés [...]¹⁴⁷.

Études sur les villes

En 2008, le médecin conseil en santé publique de Toronto et une équipe de chercheurs ont publié un rapport faisant ressortir les écarts dans les revenus et l'état de santé de différents groupes dans la ville. Pour les fins de l'étude, les secteurs du recensement de Toronto ont été divisés en cinq en fonction du pourcentage de population vivant sous le seuil de faible revenu (SFR) établi par Statistique Canada et l'état de la santé a été déterminé pour chacun des quintiles ainsi définis. Qu'il s'agisse d'insuffisance pondérale à la naissance, de préparation à l'école, d'espérance de vie et de décès peu importe la cause, le quintile le plus bas (soit celui où se retrouvent le plus fort pourcentage d'habitants vivant sous le SFR) obtenait nettement les pires résultats. Par exemple, le taux de grossesses chez les adolescentes pour 1 000 habitants était le double du quintile supérieur pour le quintile le plus bas¹⁴⁸. En dépit de quelques exceptions notables, notamment pour l'obésité chez les hommes et l'incidence du cancer du sein, dans presque tous les cas, les habitants des quartiers défavorisés étaient exposés à de plus graves risques et problèmes de santé.

Le rapport ne contenait pas de recommandations s'adressant directement au gouvernement fédéral, mais il expliquait comment la ville avait établi les niveaux de revenu absolu et

¹⁴⁷ Conseil canadien de la santé, *Le renouvellement des soins de santé au Canada – Frayer la voie de la qualité – rapport annuel aux Canadiens 2006*, février 2006, p. 89, http://healthcouncilcanada.ca/docs/rpts/2006/2006_AnnualReportFR.pdf, consulté le 17 septembre 2009.

¹⁴⁸ David McKeown et coll., *The Unequal City: Income and Health Inequalities in Toronto, 2008*, Toronto Public Health, octobre 2008, p. 14, http://www.toronto.ca/health/map/pdf/unequalcity_20081016.pdf, consulté le 11 juin 2009.

d'inégalités entre les revenus et avait dégagé des tendances récentes en termes d'aggravation des difficultés des personnes à faible revenu. Ainsi, on lit dans le rapport que, ces dernières années, il est devenu manifeste que les personnes à faible revenu n'ont pas les moyens de se payer des aliments nutritifs, ce qui a été déterminé en établissant le rapport entre le coût de tels aliments et les revenus¹⁴⁹.

Dès 2006, les écarts dans l'état de santé des citoyens de Saskatoon ont été évalués par la comparaison de différents facteurs relatifs à la santé entre les milieux défavorisés et les milieux aisés. Selon un témoin, les écarts étaient renversants :

Personne n'a été surpris d'apprendre que la santé était liée à la pauvreté, mais on a été surpris de l'étendue et de la constance du problème dans autant de conditions. Par rapport aux habitants des quartiers à revenu élevé, les habitants des quartiers à faible revenu étaient 1 458% plus susceptibles de faire une tentative de suicide; 3 000 % plus susceptibles d'être atteints de l'hépatite C; et 1 186 % plus susceptibles d'être hospitalisés à cause du diabète. La liste se poursuivait et les écarts étaient énormes.

(D^r Cory Neudorf, médecin hygiéniste en chef, Régie régionale de la santé de Saskatoon, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 18 juin 2009)

En 2008, un rapport de suivi révélait une situation inchangée dans les milieux défavorisés de Saskatoon. La mise à jour de 2009 indiquait une amélioration de l'état de santé de beaucoup de personnes et la persistance d'écarts entre l'état de santé des personnes à faible revenu et celui des personnes aisées :

Des écarts importants entre l'état de santé des riches et des démunis sont observés dans toute la région. L'espérance de vie diminue dans les quartiers défavorisés et les gens qui y vivent ont toujours une moins bonne santé que les habitants des zones plus aisées, le taux de mortalité infantile y étant le double de celui de l'ensemble de la région et le pourcentage de bébés naissant avec une insuffisance pondérale y étant également plus élevé. Près de la moitié des habitants du noyau urbain vivent sous le seuil de la pauvreté. Il n'y a pratiquement pas d'épiceries au cœur de Saskatoon. Le taux de VIH augmente, tout comme le taux de tabagisme. Et la liste des autres problèmes est encore longue¹⁵⁰.

Le rapport de 2008 contenait un examen des mesures dont l'efficacité dans la réduction de la pauvreté a été démontrée dans d'autres provinces ou pays et il contenait également une série de recommandations. Alors que la majorité de ces recommandations s'adressaient à l'administration municipale ou au gouvernement provincial, le rapport contenait aussi des observations sur quelques mesures que le gouvernement fédéral pourrait prendre afin de contribuer à l'amélioration de la santé de la population. Il était notamment suggéré de faire passer la Prestation nationale pour enfant à 5 100 \$ par année (ce qui permettrait de réduire de 37 % le taux de pauvreté en Saskatchewan¹⁵¹) et de faire passer de 55 à 80 % des gains assurables les prestations parentales offertes par le régime d'assurance-emploi¹⁵².

¹⁴⁹ *Ibid.*, p. 25.

¹⁵⁰ C. Neudorf et coll., *Health Status Report 2008: A Report of the Chief Medical Health Officer, Saskatoon Health Region*, 2009, p. 2, http://www.saskatoonhealthregion.ca/your_health/documents/PHO/shr_health_status_report_2008_full.pdf, consulté le 11 juin 2009. [traduction]

¹⁵¹ M. Lemstra et C. Neudorf, *Health disparity in Saskatoon: analysis to intervention*, Saskatoon Health Region, 2008, p. 261,

Autres études

Il existe de nombreuses études sur les écarts de revenus entre les différents quartiers et sur l'état de santé des populations, mais trois études récentes renforcent les témoignages de nombreuses personnes entendues par le Comité. Par exemple, une étude effectuée récemment par l'Institut canadien d'information sur la santé est venue confirmer qu'il y a une incidence plus élevée de maladies mentales, y compris de dépression, chez les personnes de statut socioéconomique inférieur que dans l'ensemble de la population. L'étude démontrait également que les Canadiens à faible revenu avaient recours plus souvent que les autres aux services de santé¹⁵³. Pour les besoins de l'étude, le statut socioéconomique inférieur a été établi en tenant compte de la moyenne des revenus dans le quartier dans 13 villes canadiennes. Le rapport établit que le taux d'hospitalisation pour dépression diminue avec l'augmentation du salaire¹⁵⁴.

Les résultats de cette étude vont dans le même sens que les déclarations de témoins qui ont établi un lien entre le faible revenu et la dépression des parents, notamment, et mettant en lumière quelques répercussions à long terme du faible revenu sur le coût des soins de santé¹⁵⁵ et l'alphabétisation des enfants¹⁵⁶.

Une étude menée à Vancouver et qui comportait un suivi sur 15 ans de personnes ayant reçu un diagnostic de coronopathie stable visait à déterminer s'il existait une corrélation entre le quartier habité et la mortalité attribuable à cette maladie ou à d'autres causes. L'étude a démontré qu'il n'existait pas de corrélation entre les décès attribuables à des cardiopathies et le statut socioéconomique, mais qu'il existait des différences appréciables dans les taux de décès attribuables à d'autres maladies moins graves :

[L]es décès reliés au cancer augmentaient en moyenne de 60 % chaque fois qu'il y avait une hausse du taux de chômage, et de 42 % chaque fois qu'il y avait une baisse du revenu médian du quartier. [Après vérification d'une série de facteurs contributifs possibles, il nous a semblé que], la combinaison de plusieurs facteurs, par exemple l'accès aux soins de santé, les modes de vie sains, le stress psychosocial, risquent d'avoir un impact plus significatif.

(Claire Heslop, étudiante de troisième cycle dans un programme combiné MD/Ph.D., Université de la Colombie-Britannique, *Témoignages*, Sous-comité sur les villes, 2e session, 40e législature, 18 juin 2009)

Des différences aussi marquées dans l'état de santé des personnes à faible revenu renforcent la nécessité d'adopter les initiatives sur la santé des populations suggérées dans le rapport que le Comité a produit en juin 2009, particulièrement pour ce qui est de la collaboration

http://www.saskatoonhealthregion.ca/your_health/documents/PHO/HealthDisparityRept-complete.pdf, consulté le 11 juin 2009.

¹⁵² *Ibid.*, p. 265.

¹⁵³ Institut canadien d'information sur la santé, Le lien entre le statut socioéconomique et l'hospitalisation pour une dépression, 24 février 2009, p. 2.

¹⁵⁴ *Ibid.*, p. 5.

¹⁵⁵ Gina Browne, *Témoignages*, Comité, 2^e session, 39^e législature, 28 février 2008.

¹⁵⁶ John Stapleton, *Témoignages*, Comité, 2^e session, 39^e législature, 13 décembre 2007.

intergouvernementale dans l'élaboration d'une stratégie pancanadienne sur la santé des populations. Le Comité fait écho à une recommandation de ce rapport¹⁵⁷ :

Recommandation 26

Conscient de l'incidence de la pauvreté sur la santé, le Comité recommande que le gouvernement fédéral donne des instructions aux organismes centraux pour qu'ils affectent les ressources nécessaires pour prévenir et contrer les résultats négatifs de la pauvreté et du chômage sur la santé.

Accès aux services liés à la santé

Le Comité est conscient que beaucoup de services de santé ne sont pas couverts par la *Loi canadienne sur la santé* et ne sont donc pas financés au moyen du Transfert canadien en matière de santé, mais les témoins s'étant prononcés sur les services exclus ont parlé presque exclusivement des médicaments d'ordonnance.

Qu'il s'agisse de familles à faible revenu ou d'individus dans des refuges pour sans-abri, l'inaccessibilité aux médicaments d'ordonnance a été décrite par des témoins comme un échec autant des programmes de sécurité du revenu que des systèmes de soins de santé¹⁵⁸ et comme un facteur aggravant les inégalités face à la santé qui ont été décrites plus haut¹⁵⁹. En outre, l'impossibilité de se procurer des médicaments d'ordonnance peut empirer une situation déjà peu enviable :

L'inaccessibilité des médicaments sur ordonnance peut aggraver des petits problèmes et entraîner des coûts plus élevés en matière de soins de santé.

[U]ne partie importante de la population n'a pas accès aux médicaments courants. Les petits problèmes qui ne sont pas traités se transforment en problèmes importants et coûtent inutilement cher au système de santé. Il nous faut un programme national d'assurance-médicaments qui ne laisse personne de côté.

(Rebekah Peters, infirmière praticienne, Centre de soins de santé Saul Sair, Siloam Mission, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007)

Le Comité a vu ces messages renforcés par un fonctionnaire du gouvernement de Terre-Neuve-et-Labrador qui nous a fait savoir que la première mesure de la stratégie provinciale consistait à élargir l'accès à l'assurance-médicaments¹⁶⁰. D'autres provinces également, dont le Manitoba¹⁶¹ et l'Ontario¹⁶², élargissent la gamme des médicaments d'ordonnance couverts par leur régime.

¹⁵⁷ Comité, *Un Canada en santé et productif : Une approche axée sur les déterminants de la santé*, juin 2009, p. iii.

¹⁵⁸ Voir, par exemple, John Richards, *Témoignages*, Comité, 2^e session, 39^e législature, 13 décembre 2007.

¹⁵⁹ Rebekah Peters, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007.

¹⁶⁰ Aisling Gogan, *Témoignages*, Comité, 1^{re} session, 39^e législature, 17 juin 2007.

¹⁶¹ Sid Frankel, *Témoignages*, Comité, 1^{re} session, 39^e législature, 10 mai 2007.

¹⁶² L'honorable Deb Matthews, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 3 juin 2009.

Recommandation 27

Le Comité recommande que le gouvernement fédéral collabore avec les gouvernements provinciaux et territoriaux ainsi qu'avec d'autres intervenants afin d'élaborer un régime national d'assurance-médicaments à partir de ce qui existe déjà dans quelques provinces.

2.2 Pratiques prometteuses

Approches fondées sur la collectivité

Une optique urbaine met l'accent sur les infrastructures locales et les pouvoirs dont les municipalités disposent. Une optique communautaire s'intéresse aux infrastructures sociales et aux réseaux nécessaires à une participation démocratique. Le cadre axé sur la dimension locale reconnaît l'importance des deux optiques et il préconise leur intégration par l'intermédiaire d'un dosage de politiques publiques qui répondent aux besoins des villes, sans égard à leur dimension et à leur emplacement¹⁶³.

Les mesures de réduction de la pauvreté peuvent se répartir dans deux grandes catégories : celles qui visent les individus et celles qui vont au-delà des individus et mettent l'accent sur les collectivités où ils vivent. Les premières ont été décrites comme étant des approches de la pauvreté fondées sur la personne et elles consistent en gros en transferts gouvernementaux aux personnes (par exemple, les programmes de soutien du revenu dont les mesures fiscales, l'aide sociale, l'assurance-emploi et les prestations de pension) et les programmes conçus pour faciliter la transition des individus entre l'aide sociale et le marché du travail (par exemple, les programmes de formation et d'éducation) et également pour rendre le travail payant (par exemple, la Prestation fiscale pour le revenu de travail).

Les contextes locaux contribuent de façon importante à la pauvreté et à son élimination.

De leur côté, les approches fondées sur les collectivités commencent par la reconnaissance de l'importance des rapports entre la pauvreté et le contexte dans lequel on la retrouve. Une distinction peut clairement être faite, par exemple, entre la pauvreté rurale et la pauvreté urbaine et, par conséquent, entre le genre de programmes et de services qui sont nécessaires pour s'attaquer aux problèmes propres à chacune. D'autres distinctions pourraient notamment être faites entre les collectivités qui reçoivent la majorité des immigrants et celles où les populations d'immigrés sont relativement petites, entre celles où on retrouve différents mélanges de travailleurs spécialisés et non spécialisés et celles dont l'économie repose sur les ressources ou où le secteur manufacturier domine nettement. À l'intérieur des limites des villes, ces approches permettent de tenir compte des différences entre les quartiers susceptibles de revêtir de l'importance, un facteur qui prend de plus en plus de poids à mesure que certains quartiers se diversifient sur le plan ethnique tout en s'uniformisant sur le plan économique parce qu'une population à faible revenu s'y concentre.

¹⁶³ Neil Bradford, résumé en français de *Place-based Public Policy: Towards a New Urban and Community Agenda for Canada*, Réseaux canadiens de recherche en politique publique, mars 2005, p. 2.

Bref, une approche de la pauvreté fondée sur la collectivité reconnaît que les caractéristiques des collectivités où vivent les Canadiens à faible revenu influent grandement sur leur statut économique et social et sur leur capacité de se sortir de la pauvreté. De là, le meilleur mélange possible de programmes, services, fournisseurs de services et intervenants à même de donner les meilleurs résultats compte tenu de la situation unique de chaque collectivité peut être déterminé et obtenu.

Dans un article, un témoin entendu par le Comité a énuméré des éléments d'une approche fondée sur la collectivité :

Tirer parti des connaissances locales; faire un mélange équilibré de politiques économiques et sociales combinant des programmes adaptés au milieu et comportant de larges composantes de sécurité du revenu et de services, notamment de santé et d'éducation; gouverner en collaboration avec la société civile et en faisant appel à l'entraide; et reconnaître le rôle émergent des administrations municipales¹⁶⁴.

Un témoin a expliqué pourquoi les approches fondées sur la collectivité sont si importantes :

Nous avons les grands leviers que sont les programmes publics d'éducation, de santé, de soutien du revenu et de politique sociale qui sont en vol de croisière à 30 000 pieds d'altitude, tandis qu'au sol, nous avons des poches de pauvreté très profondes.

(Judith Maxwell, ancienne présidente et agrégée principale, Réseaux canadiens de recherche en politiques publiques, *Témoignages*, 2^e session, 39^e législature, 15 mai 2008)

Un autre témoin a exposé au Comité le rôle que la collectivité peut jouer pour aider les gens à s'extirper de la pauvreté :

Notre recherche et notre pratique montrent maintenant comment un quartier ou une collectivité influe sur le bien-être physique et mental. On commence maintenant à comprendre que la manière dont on conçoit les communautés et les installations disponibles sont d'importants facteurs atténuants ou aggravants qui entraînent les gens dans la pauvreté ou les en font sortir.

(Sherri Torjman, vice-présidente, Caledon Institute of Social Policy, *Témoignages*, 2^e session, 39^e législature, 15 mai 2008)

C'est cette approche qui est à la base de l'initiative Collectivités dynamiques, que des témoins ont décrite en disant qu'elle s'appuyait sur les ressources de chaque collectivité et mettait l'accent sur les priorités retenues par chacune.

[L]e financement doit continuer de venir des ordres de gouvernement supérieurs, mais la responsabilité entourant la prestation de services doit relever de la collectivité.

(Don Fairbairn, consultant, Streethome Vancouver, *Témoignages*, Comité, 2^e session, 39^e législature, 6 mars 2008)

Recommandation 28

Conscient de l'importance des contextes locaux pour déterminer et mettre en œuvre des programmes visant à réduire la pauvreté, le Comité recommande que les

¹⁶⁴ Judith Maxwell, avant-propos, dans Neil Bradford, *Place-based Public Policy: Towards a New Urban and Community Agenda for Canada*, Réseaux canadiens de recherche en politiques publiques, mars 2005, <http://www.cprn.com/documents/35238.en.pdf>, consulté le 16 octobre 2009. [traduction]

politiques fédérales soutiennent le secteur bénévole local et les organismes municipaux en tant que partenaires actifs dans la conception et l'exécution des initiatives fédérales à l'échelon communautaire.

Des témoins ont expliqué la valeur des approches multipartites qui commencent par des initiatives communautaires, puis font appel à tous les ordres de gouvernement durant le processus, et qui recèlent des ressources financières ainsi que d'autres ressources pouvant servir à régler les problèmes jugés hautement prioritaires au niveau local¹⁶⁵.

Recommandation 29

Pour soutenir plus facilement les approches et les solutions locales aux problèmes socioéconomiques complexes, le Comité recommande que le gouvernement fédéral conclue d'autres accords de développement urbain avec les autorités provinciales et municipales, de concert avec les dirigeants communautaires et conformément aux priorités.

Approches fondées sur les droits

La pauvreté, il faut le dire, n'est pas une question économique. Fondamentalement, c'est un déni de droit.

(Nancy Burrows, coordonnatrice, Fédération des femmes du Québec, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 4 juin 2008)

Lois nationales

Les lois fédérales et provinciales sur les droits de la personne, la *Charte canadienne des droits et libertés* ainsi que les textes internationaux signés par le Canada imposent toutes certaines obligations en fait d'affectation de ressources et de droits des individus. Les lois sur les droits de la personne s'appliquent aux gouvernements, aux organisations non gouvernementales, aux entreprises et aux particuliers. Les commissions des droits de la personne sont chargées de faire respecter ces droits. La Charte balise les rapports entre les citoyens et leurs gouvernements et, en cas de plaintes portées par des citoyens, les tribunaux peuvent la faire appliquer. Traditionnellement, les pactes internationaux imposent davantage des obligations morales qu'elles ne créent de droits exécutoires, mais les tribunaux canadiens s'en sont inspirés dans l'interprétation des obligations imposées par la Charte¹⁶⁶.

Les lois sur les droits de la personne interdisent la discrimination pour certains motifs qui sont énoncés dans chaque loi. La *Loi canadienne sur les droits de la personne* ne contient aucun interdit visant le logement ou le revenu, que ce soit explicitement ou sous la catégorie plus générale de « condition sociale ». La condition sociale est expressément mentionnée dans les lois sur les droits de la personne du Québec, du Nouveau-Brunswick et des Territoires-du-Nord-Ouest¹⁶⁷. Au Manitoba, la « source de revenu » est un motif de distinction illicite¹⁶⁸.

Même si elle ne mentionne pas explicitement la condition sociale, la pauvreté ou l'itinérance, la Charte garantit le droit à l'égalité et accorde une attention particulière aux mesures

¹⁶⁵ Sherri Torjman, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 15 mai 2008.

¹⁶⁶ A. Wayne MacKay, « Social and Economic Rights in Canada: What Are They and Who Can Best Protect Them? », in *Canadian Issues*, automne 2007, CBCA Reference, p. 37.

¹⁶⁷ *Ibid.*, p. 38.

¹⁶⁸ Alinéa 9(2j), *Code des droits de la personne* (Manitoba), 1987.

correctives qui peuvent être exigées pour assurer l'égalité des femmes, des minorités visibles (personnes d'origine autre que caucasienne), des personnes handicapées et des Autochtones. Comme on l'a affirmé devant le Comité, ces groupes sont tous surreprésentés parmi les pauvres – en termes d'exclusion sociale autant qu'économique.

Le Comité reconnaît que les garanties contenues dans la Charte doivent être défendues pour prendre sens. Dans le cas des personnes à faible revenu, cela nécessite un soutien financier qui dépasse vraisemblablement ce qu'offrent les programmes d'aide juridique provinciaux. Les gouvernements successifs ont renversé des décisions concernant le budget de l'ancien programme qui finançait les recours aux tribunaux pour infraction alléguées à la Charte. Le financement des causes concernant les droits linguistiques des minorités a été rétabli. On a déclaré au Comité qu'un soutien semblable était nécessaire pour les gens qui estiment qu'il y a atteinte aux droits prévus dans la Charte relativement à la pauvreté, au logement et à l'itinérance, que des témoins ont qualifiés d'importants¹⁶⁹.

Recommandation 30

Le Comité recommande que le gouvernement fédéral institue un fonds permettant aux groupes surreprésentés parmi les personnes vivant dans une pauvreté persistante de se faire représenter par des avocats dans les causes portant sur des atteintes alléguées aux droits de la personne.

Obligations internationales

Enfin, le Canada a signé et ratifié deux conventions internationales et un pacte international¹⁷⁰ lui imposant des obligations précises dans le domaine du logement et envers les pauvres.

En 1965, les Nations Unies ont adopté la *Convention internationale sur l'élimination de toutes les formes de discrimination raciale*, que le Canada a signée. Cette convention garantit « le droit de chacun à l'égalité devant la loi sans distinction de race, de couleur ou d'origine nationale ou ethnique » et garantit la jouissance de certains droits, dont le droit au logement¹⁷¹.

En 1966, les Nations Unies ont adopté le *Pacte relatif aux droits économiques, sociaux et culturels*, dont le paragraphe 11(1) porte que :

*Les États parties au présent Pacte reconnaissent le droit de toute personne à un niveau de vie suffisant pour elle-même et sa famille, y compris une nourriture, un vêtement et un logement suffisants, ainsi qu'à une amélioration constante de ses conditions d'existence. Les États parties prendront des mesures appropriées pour assurer la réalisation de ce droit et ils reconnaissent à cet effet l'importance essentielle d'une coopération internationale librement consentie*¹⁷².

¹⁶⁹ Avy Go, *Témoignages*, Comité, 2^e session, 39^e législature, 6 mars 2008; David Northcott, *Témoignages*, Comité, 2^e session, 39^e législature, 1^{er} mai 2008.

¹⁷⁰ Haut-Commissariat des Nations Unies aux droits de l'homme, *Status of Ratifications of the Principal International Human Rights Treaties (as of 9 June 2004)*, 2004, p. 2.

¹⁷¹ Cité dans *Legal Resources for Housing Rights: International and National Standards*, Centre on Housing Rights and Evictions (COHRE), Genève, 2000, p. 15.

¹⁷² *Ibid.*, p. 14.

Enfin, en 1989, les Nations Unies ont adopté la *Convention internationale des droits de l'enfant*, dont le paragraphe 27(3) est le suivant :

*Les États parties adoptent les mesures appropriées, compte tenu des conditions nationales et dans la mesure de leurs moyens, pour aider les parents et autres personnes ayant la charge de l'enfant à mettre en œuvre ce droit et offrent, en cas de besoin, une assistance matérielle et des programmes d'appui, notamment en ce qui concerne l'alimentation, le vêtement et le logement*¹⁷³.

Il est vrai que ces obligations internationales ne peuvent pas être portées devant les tribunaux, mais elles restent sujettes à examen par les comités des Nations Unies sur l'élimination de toutes les formes de discrimination raciale, sur les droits économiques, sociaux et culturels et sur les droits de l'enfant. Le gouvernement du Canada présente des rapports sur demande, mais des organisations non gouvernementales canadiennes ont délégué des experts pour examiner le respect du *Pacte relatif aux droits économiques, sociaux et culturels* par le Canada en 1998 et en 2006.

La pauvreté et les droits de la personne (ou leur négation) sont étroitement liés.

Dans le rapport produit à la suite de l'examen du respect de ses engagements par le Canada, en 2006, le comité des Nations Unies a formulé des recommandations précises relatives aux mesures de soutien du revenu et aux programmes sociaux, notamment l'augmentation des allocations accordées aux assistés sociaux pour leur logement de manière à tenir compte du coût réel du logement, aux mesures de soutien des personnes handicapées et à l'élaboration d'une stratégie nationale de lutte contre l'itinérance et la pauvreté¹⁷⁴.

Comme l'a déclaré un des témoins entendus par le comité sur le sujet, le rendement du Canada est évalué en tenant compte des ressources qu'il pourrait consacrer à solutionner les problèmes :

La norme applicable en matière de droits humains internationaux, qui est la pierre angulaire de notre protection des droits sociaux au Canada [...] est liée à l'application du principe dit des « ressources disponibles ». Autrement dit, il faut mobiliser le maximum des ressources disponibles pour protéger ces droits fondamentaux [...] Les problèmes de la recrudescence de la pauvreté et de l'itinérance au Canada sont considérés comme des violations flagrantes car, dans ce pays, ils sont évitables. Ils ne sont pas causés par un manque de ressources. En fait, l'itinérance et la pauvreté se sont aggravées alors que le pays s'enrichissait de plus en plus.

L'itinérance et la pauvreté se sont aggravées alors que le pays s'enrichissait de plus en plus.

Bruce Porter

(Bruce Porter, directeur, du Centre de défense des droits sociaux, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 8 mai 2008)

On a affirmé au Comité que la pauvreté et les droits de la personne (ou leur négation) sont interreliés. Les corrélations sont décrites dans un rapport publié par le Haut-Commissariat des Nations Unies aux droits de l'homme :

¹⁷³ *Ibid.*, p. 16.

¹⁷⁴ Cité dans *Le droit à un logement adéquat – Comment lutter pour vos droits*, Centre pour les droits à l'égalité au logement, 2006, p. 14.

La pauvreté n'est pas uniquement une question de revenu, mais également, et plus fondamentalement, une question de capacité de vivre sa vie dans la dignité et de bénéficier des droits et libertés fondamentaux. Il s'agit d'une série complexe de privations interreliées qui se renforcent mutuellement et entravent la capacité de se prévaloir de ses droits civils, culturels, économiques, politiques et sociaux. Dès lors, nier les droits de la personne entre clairement dans la définition de ce qu'est la pauvreté¹⁷⁵.

Plus près de nous, au Québec, dans le préambule de la *Loi visant à lutter contre la pauvreté et l'exclusion sociale*, « il est expressément mention de la *Charte des droits et libertés de la personne* du Québec, et on y présente la pauvreté comme étant un obstacle à la protection et au respect de la dignité humaine qui constitue une nécessité dans une société qui s'est engagée à respecter les droits et les libertés¹⁷⁶ ». L'article 10 de la *Charte du Québec* interdit la discrimination fondée sur la condition sociale.

Dans le même ordre d'idée, dans la *Loi sur l'immigration et la protection des réfugiés* du Canada, la partie sur la protection des réfugiés contient un renvoi spécifique aux obligations internationales du Canada. Le Comité croit que de tels renvois peuvent contribuer à nous sensibiliser à nos obligations internationales et nous amener à les respecter.

Recommandation 31

Vu les obligations qu'impose au Canada les dispositions législatives concernant les droits internationaux de la personne et vu leur importance pour l'accès aux programmes et aux services voulus, le Comité recommande que le gouvernement fédéral fasse explicitement mention des obligations contenues dans les conventions internationales ratifiées par le Canada dans toutes les lois fédérales et modifications qui y sont apportées en ce qui concerne la pauvreté, le logement et l'itinérance.

Transfert de revenus aux particuliers pour réduire la pauvreté

Le Comité a entendu beaucoup de témoins affirmer que le gouvernement fédéral s'occupe depuis longtemps de sécurité du revenu, en commençant avec le soutien des anciens combattants dès le début du siècle dernier jusqu'au financement de l'essentiel du soutien du revenu des Canadiens par ses contributions à la Sécurité de la vieillesse¹⁷⁷. On a également affirmé au Comité que le gouvernement fédéral a la capacité financière et la politique monétaire qui lui permettent d'être un des principaux contributeurs aux programmes de la sécurité du revenu, mais son expertise se situe au niveau des programmes de transfert de fonds directement aux Canadiens :

[L]e gouvernement fédéral fait du bon travail là où le programme suppose l'envoi d'un chèque, mais peu d'interaction avec les citoyens. Pour établir que quelqu'un a droit à un chèque, il suffit d'appliquer quelques critères et de recourir au régime d'imposition sur le revenu. Or, le gouvernement fédéral a toute la capacité et la compétence nécessaire pour le faire. Il peut administrer un programme qui sera cohérent et, nous l'espérons,

¹⁷⁵ Louise Arbour, préface de *Principles and Guidelines for a Human Rights Approach to Poverty Reduction Strategies*, 2006, p. iii. [traduction]

¹⁷⁶ Alain Noël, *A Law Against Poverty: Quebec's New Approach to Combating Poverty and Social Exclusion*, Réseaux canadiens de recherche en politiques publiques, décembre 2002, p. 5. [traduction]

¹⁷⁷ Voir, par exemple, un témoignage recueilli lors d'une table ronde sur la sécurité du revenu, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009.

uniforme d'un endroit à l'autre du pays, d'une façon qui nous réunit et qui constitue un soutien important du point de vue des Canadiens.

(Michael Mendelson, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Sincèrement préoccupés par le sort des personnes et des familles à faible revenu, beaucoup de leurs défenseurs citent des données montrant l'inefficacité des programmes et politiques actuels. Comme il a déjà été dit, le Comité est conscient qu'il faut en faire davantage et que beaucoup de ce qui se fait doit être fait différemment. Cependant, le Comité est arrivé à la conclusion qu'au moins quelques programmes fédéraux de sécurité du revenu ont des effets avérés dans la réduction marquée de la pauvreté dans certains groupes et que d'autres sont prometteurs, du moins par leur conception, sinon par le niveau des prestations qu'ils offrent.

[L]a réceptivité du régime fiscal fédéral ne cesse de s'améliorer. C'est en 1978 que des prestations annuelles ont été versées pour la première fois. Associées au crédit fiscal pour la taxe sur les produits et services, les prestations ont commencé à être versées sur une base trimestrielle, puis, avec le Supplément de la prestation nationale pour enfants, les prestations sont maintenant versées sur une base mensuelle.

(John Stapleton, directeur, Open Policy, *Témoignages*, Comité, 2e session, 39e législature, 13 décembre 2007)

Le Comité reconnaît également l'importante contribution de ces programmes et leur capacité de tirer des Canadiens de la pauvreté. Certains sont décrits plus loin. Cependant, le Comité sait que les transferts provenant du régime fiscal ont souvent bénéficié davantage aux hommes qu'aux femmes, ce qui est un effet non intentionnel¹⁷⁸.

Recommandation 32

Le Comité recommande que le gouvernement fédéral analyse les différences dans les prestations selon le sexe lorsqu'il formule et met en œuvre de nouvelles mesures fiscales.

Soutien des personnes âgées : Sécurité de la vieillesse et Supplément de revenu garanti

Il a déjà été dit que le système de la sécurité de la vieillesse a contribué de façon notable à réduire la pauvreté parmi les Canadiens de 65 ans et plus. Si certains demeurent sous le seuil de faible revenu, selon l'endroit où ils vivent, la situation générale du revenu des personnes âgées s'est améliorée selon tous les indicateurs :

Le système de sécurité du revenu pour les aînés du Canada a réussi de façon notable à réduire la pauvreté parmi les Canadiens de 65 ans et plus.

Il y a un exemple de réussite dans l'intervention fédérale contre la pauvreté au moyen des pensions accordées aux personnes de plus de 65 ans. Le Canada s'est fait une réputation internationale grâce à son soutien du revenu des personnes âgées. Ce n'est cependant pas un domaine dont nous puissions garantir la durabilité. Il devrait être possible, dans une certaine mesure, de maintenir ces pensions, mais une crise se prépare dans le secteur des pensions privées, une crise qui pourrait avoir de graves conséquences pour les personnes de plus de 65 ans. C'est donc une question dont le gouvernement fédéral devrait se soucier.

¹⁷⁸ Claire Young, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 4 juin 2008.

(Alain Noël, directeur, Centre de recherche interuniversitaire sur les transformations économiques et sociales, Université de Montréal, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 3 juin 2009)

[L]a pauvreté chez les aînés a été presque totalement éliminée, peut-être pas chez les personnes âgées seules, mais à tout le moins, chez les couples. Cela est attribuable à la Sécurité de la vieillesse, la SV, ainsi qu'au Supplément de revenu garanti. Il s'agit d'une politique publique axée sur la pauvreté chez les aînés, et elle a donné d'excellents résultats.

(Andrew Sharpe, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009)

Afin que le programme soit encore plus efficace comme moyen d'éliminer la pauvreté chez les personnes âgées, il faudrait majorer les prestations, comme l'a recommandé le Comité sénatorial spécial sur le vieillissement¹⁷⁹. Le Comité fait donc écho à la recommandation de cet autre comité.

Recommandation 33

Le Comité recommande que le gouvernement fédéral augmente le Supplément de revenu garanti pour les aînés afin d'éviter que des ménages se situent sous le seuil de pauvreté, lequel correspond par définition au seuil de faible revenu, et que les gouvernements collaborent pour faire en sorte qu'une telle augmentation n'entraîne pas la perte de l'admissibilité aux subventions et services provinciaux et territoriaux offerts aux personnes âgées.

Comme on l'a déjà vu dans la présente section, les personnes âgées canadiennes ne sont pas toutes admissibles au Supplément de revenu garanti et certaines ne sont admissibles qu'à des prestations partielles. Puisque les immigrants n'y sont pas admissibles, leur situation est abordée plus en détail à la section 5.

Soutenir les enfants et leur famille : Prestation nationale pour enfants

Conçue pour soutenir les parents, particulièrement les parents à faible revenu, la Prestation nationale pour enfants (PNE) constitue « l'un des plus importants moyens — [...] aussi l'un des plus mal compris et sous-estimés — de combattre la pauvreté chez les enfants¹⁸⁰ ». En outre, il s'agit de la mise en œuvre, bien des années plus tard, d'une recommandation formulée par le Comité à la suite d'une étude sur les enfants vivant dans la pauvreté effectuée en 1991¹⁸¹.

L'élargissement de la Prestation nationale pour enfants a contribué à faire « chuter de façon importante le taux de pauvreté des familles monoparentales ».

Andrew Sharpe

En dépit de modifications apportées à la PNE par le budget de 2006, des témoins ont déclaré qu'elle demeurait un instrument ayant déjà permis de réduire la pauvreté chez les enfants :

¹⁷⁹ Comité sénatorial spécial sur le vieillissement, *Le vieillissement de la population, un phénomène à valoriser*, p. 109.

¹⁸⁰ Ken Battle, *Témoignages*, Comité, 2^e session, 39^e législature, 28 février 2008.

¹⁸¹ Comité, *La pauvreté dans l'enfance, vers un avenir meilleur*, 1991, p. 46.

[L]a Prestation fiscale canadienne pour enfants a eu, et continue d'avoir, une grande incidence sur la réduction de la pauvreté des enfants et a permis une amélioration qui n'aurait pas eu lieu autrement.

(Michael Mendelson, Témoignages, Sous-comité sur les villes, 2e session, 40e législature, 29 mai 2009)

Le taux de pauvreté des familles monoparentales vient de chuter de façon importante, principalement grâce aux politiques publiques. De toute évidence, ce résultat est également attribuable à la vigueur de notre économie et à notre faible taux de chômage. Le programme essentiel a été la Prestation nationale pour enfants, dont l'ampleur a été nettement accrue au cours des dernières années. Cette initiative a eu une influence majeure dans la lutte contre la pauvreté chez les enfants.

(Andrew Sharpe, Témoignages, Sous-comité sur les villes, 2e session, 40e législature, 22 avril 2009)

Dans sa proposition de refonte de la structure des programmes de sécurité du revenu, le Caledon Institute a suggéré devant le Comité de majorer substantiellement cette prestation :

Actuellement, le gouvernement fédéral consacre 13 milliards de dollars à ses trois programmes de prestations pour enfants. La prestation fiscale canadienne qui passerait à 5 000 \$, comme nous le proposons, devrait coûter 17 milliards de dollars. Le coût net de notre proposition est donc de 4 milliards de dollars. Autrement dit, il faudrait dépenser 4 milliards de dollars de plus qu'actuellement pour financer notre prestation améliorée. Pour mettre ce total de 17 milliards de dollars en perspective, la Sécurité de la vieillesse coûte 33 milliards de dollars.

(Ken Battle, Témoignages, Comité, 2^e session, 39^e législature, 28 février 2008)

Recommandation 34

Conscient que la Prestation nationale pour enfants peut contribuer dans une large mesure à réduire la pauvreté infantile, le Comité recommande d'accroître cette prestation, progressivement et de manière prévisible, pour qu'elle s'établisse à 5 000 dollars (en dollars de 2009) d'ici 2012.

Crédit pour taxe sur les produits et services

Comme il a été dit plus haut, des témoins ont affirmé au Comité que les crédits d'impôt remboursables offerts aux contribuables à faible revenu comme contreponds à la taxe sur les produits et services et comme supplément de revenu constituent des programmes bien conçus qui pourraient servir de modèles s'il est décidé d'élargir le soutien financier.

Transferts aux provinces : Transfert canadien en matière de programmes sociaux

Le Transfert canadien en matière de programmes sociaux (TCPS) prend la forme de transferts en liquide et de transferts fiscaux pour soutenir l'enseignement postsecondaire, l'aide sociale et les services sociaux ainsi que les programmes destinés aux enfants. Il est administré par Finances Canada en vertu de la *Loi sur les arrangements fiscaux entre le gouvernement fédéral et les provinces*¹⁸². Pour recevoir le transfert, une province ou un territoire doit accepter la

¹⁸² S.R.C., 1985, c. F-8.

seule condition du transfert, c'est-à-dire que l'admissibilité à l'aide sociale ne doit être soumise à aucun critère de résidence minimal¹⁸³.

Ce transfert compte pour une très bonne partie des fonds destinés à réduire la pauvreté, pourtant, le Comité a constaté que des majorations avaient été prévues dans les budgets des programmes de développement de l'enfant et de l'enseignement postsecondaire, mais que le financement de l'aide sociale restait au même niveau qu'en 2007-2008¹⁸⁴.

Rendre le travail payant

Prestation fiscale pour le revenu de travail

La Prestation fiscale pour le revenu de travail (PFRT), qui a été introduite en 2006, constitue un supplément de revenu pour les gagne-petit, y compris ceux dont les revenus sont trop bas pour payer l'impôt fédéral sur le revenu. Au moment de son introduction, la PFRT ne venait en aide qu'aux personnes n'ayant que de très faibles revenus, mais le budget de 2009 a haussé le niveau de revenu y ouvrant droit. Cette mesure devrait doubler « l'allègement fiscal que procure la Prestation fiscale pour le revenu de travail¹⁸⁵ ».

Des témoins qui ont abordé le fait que beaucoup d'emplois ne procurent pas un revenu raisonnable ont souligné l'importance de la PFRT lorsqu'il s'agit d'aider les familles à gagner un revenu suffisant¹⁸⁶.

Le relèvement du seuil bonifie la PFRT, comme l'ont souligné des témoins :

La prestation pour le revenu gagné a l'appui des deux partis et de façon générale, ceux qui s'intéressent à la politique sociale l'appuient [...] il ne s'agit pas d'une panacée mais c'est un instrument important. J'espère qu'il évoluera à l'avenir et que le programme se bonifiera pour profiter à un plus grand nombre de travailleurs pauvres.

(Ken Battle, Témoignages, Comité, 2e session, 39e législature, 28 février 2008)

Recommandation 35

Le Comité recommande que le gouvernement fédéral adopte un calendrier à plus long terme de bonification de la Prestation fiscale pour le revenu de travail afin que le revenu des bénéficiaires atteigne au moins le seuil de faible revenu.

Stratégies de réduction de la pauvreté

Au niveau provincial, voire municipal, on est parvenu à franchir les structures en silo de sorte que les secteurs privé, public et bénévole ont pu s'unir pour élaborer des stratégies de

¹⁸³ Vérificatrice générale du Canada, Rapport de la vérificatrice générale du Canada à la Chambre des communes, décembre 2008, chap. 1, p. 10. Loi sur les arrangements fiscaux entre le gouvernement fédéral et les provinces, S.R.C., 1985, c. F-8, art. 25.1.

¹⁸⁴ Michael Prince, *Disability Income Policy in Canada: Trends and Reform Ideas*, communication présentée lors du « Income and Employment Sector Forum », Toronto, 2 novembre 2007, diapositive 9.

¹⁸⁵ Finances Canada, *Plan d'action économique du Canada : Budget 2009*, annexe 5, p. 346, <http://www.budget.gc.ca/2009/pdf/budget-planbugetaire-fra.pdf>, consulté le 14 août 2009.

¹⁸⁶ Carole Vincent et Richard Shillington, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 29 mai 2008; Dianne Swinemar, *Témoignages*, Comité, 1^{re} session, 39^e législature, 3 mai 2007.

lutte contre la pauvreté. Le Comité voit les stratégies existantes et les initiatives émergentes comme autant de signes avant-coureurs de l'engagement public croissant de tous les secteurs en faveur du règlement du problème « scandaleux » de la pauvreté et de ses symptômes, y compris, parfois, le logement déficient, le revenu insuffisant, l'insécurité et l'itinérance.

Dans certaines provinces, les pressions venant de la base s'accroissent en faveur de l'élaboration de stratégies de lutte contre la pauvreté alors que d'autres ont déjà lancé des consultations en ce sens. Cinq provinces ont annoncé leur stratégie. Québec a été la première, en 2002, suivie de Terre-Neuve-et-Labrador, en 2006. Le plan de l'Ontario a été annoncé à la fin de 2008 tandis que la Nouvelle-Écosse et le Manitoba ont divulgué leur stratégie en avril et en mai 2009, respectivement. Ces quatre stratégies sont présentées en détail à l'annexe 4.

Le Nouveau-Brunswick a récemment fait rapport sur les résultats d'une série de consultations publiques qui ont été décrites comme constituant la première étape de l'élaboration d'une stratégie de lutte contre la pauvreté¹⁸⁷.

On a présenté au Comité des avis variés sur la manière dont le gouvernement du Canada pourrait et devrait faire rapport sur les stratégies actuelles de lutte contre la pauvreté, particulièrement au palier provincial, et sur la manière dont il pourrait encourager les provinces qui n'en ont pas déjà à en élaborer. Beaucoup de témoins ont affirmé qu'une stratégie nationale de lutte contre la pauvreté constituait une étape importante, notamment le Conseil national du bien-être social, Canada sans pauvreté, l'Association des coopératives du Canada, la Fédération canadienne des enseignantes et des enseignants, le Centre canadien des politiques alternatives ainsi que le Comité sénatorial permanent de l'agriculture et des forêts lui-même, dans son rapport sur la pauvreté en milieu rural.

Le Comité respecte ce point de vue, car il reconnaît qu'il émane de la volonté de mettre fin à la pauvreté dans toutes les provinces et territoires grâce à un ensemble d'objectifs pancanadiens. Cependant, comme d'autres témoins l'ont souligné, la plupart des leviers dans la lutte contre la pauvreté relèvent des gouvernements provinciaux et territoriaux et la plupart des provinces possèdent déjà de telles stratégies.

Certains témoins, particulièrement ceux qui ont comparu après la publication du document sur les enjeux et les options, en juin 2008, ont présenté un point de vue plus nuancé. Par exemple, un témoin québécois a mis en lumière le fait que la stratégie du Québec est bien arrêtée et a été établie sur une voie parallèle plutôt qu'en interaction avec des politiques et des programmes fédéraux. D'après ce témoin, le gouvernement fédéral devrait se concentrer sur ce qu'il fait le mieux dans son propre domaine de compétence :

L'idée n'est pas tant de demander au gouvernement fédéral de décider de ce que chacun fera dans le pays que d'amener le gouvernement fédéral à tenir compte des répercussions de ses propres politiques sur la réduction de la pauvreté. Ces politiques seront là de toute façon et doivent être considérées dans ce contexte.

(Alain Noël, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 3 juin 2009)

¹⁸⁷ Gouvernement du Nouveau-Brunswick, *Un chœur de voix – Un rapport de « ce qui s'est dit » – Un dialogue sur la pauvreté*, juin 2009.

De même, un dirigeant d'entreprise de Saint-John, au Nouveau-Brunswick, où la Business Community Anti-Poverty Initiative est le fer de lance d'une initiative locale de lutte contre la pauvreté, a soutenu que le soutien gouvernemental des collectivités constitue un meilleur moyen d'action que des programmes nationaux ou même provinciaux :

Notre travail à Saint John avancerait beaucoup plus rapidement si un programme fédéral-provincial aidait notre ville à faire le travail. Les accords tripartites sont un moyen efficace d'aider les villes à réduire leur taux de pauvreté. Pourquoi? Les mesures de réduction de la pauvreté varient d'une ville à l'autre, d'un quartier à l'autre et d'une famille à l'autre. C'est au niveau local que les différents secteurs sont le mieux en mesure de joindre leurs efforts pour situer les services et combler les lacunes.

(Tom Gribbons, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 3 juin 2009)

Un autre témoin, également participant à une initiative locale de réduction de la pauvreté, a affirmé que les programmes fédéraux existants, notamment « les investissements fédéraux consacrés à l'éducation préscolaire et à la garde d'enfants, à des logements abordables et accessibles, à des occasions d'emplois et à des mesures sérieuses de soutien du revenu ¹⁸⁸ » constituaient des composantes essentielles d'une stratégie nationale de réduction de la pauvreté. Dans le mémoire que l'organisme que représentait ce témoin a présenté au Sous-comité, la demande de coordination, d'objectifs et de rapports nationaux était tempérée par le plaidoyer en faveur d'investissements souples et durables.

En se fondant sur cet avis et sur d'autres avis semblables, le Comité a décidé de se concentrer sur les éléments précis des programmes fédéraux mentionnés et d'autres programmes semblables en formulant des recommandations pour le court comme le long terme afin d'en faire des outils plus efficaces de lutte contre la pauvreté dans tout le Canada.

Néanmoins, le Comité reconnaît l'importance du soutien des gouvernements provinciaux qui ont adopté des stratégies de lutte contre la pauvreté. Cela permet également au gouvernement fédéral de favoriser, comme il se doit, des investissements souples et durables « que les gouvernements provinciaux et les administrations municipales pourront utiliser efficacement [...] pour répondre aux besoins locaux ¹⁸⁹ ».

Le Comité reconnaît que les stratégies provinciales et locales constituent des exemples de stratégies « prêtes à mettre en œuvre », ce qui, dans l'infrastructure sociale, est l'équivalent des projets « prêts à démarrer » dans les projets d'infrastructure physique, et ces stratégies sont financées par l'augmentation et l'accélération des investissements que permettent les transferts actuels. Le Comité est conscient que certains

Une partie des fonds prévus pour la relance économique devrait servir à favoriser une infrastructure sociale plus solide dans les villes canadiennes.

¹⁸⁸ Liz Weaver, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 3 juin 2009.

¹⁸⁹ Hamilton Roundtable for Poverty Reduction, *Une stratégie nationale de réduction de la pauvreté* – Présentation au Sous-comité sénatorial sur les villes, 2^e session, 40^e législature, 3 juin 2009, p. 4.

intervenants ont conseillé au gouvernement fédéral d'accorder, dans son plan de relance économique, une attention particulière aux projets « conçus en vue d'améliorer la compétitivité économique et le **bien-être social** à long terme du Canada¹⁹⁰ »

Un témoin a déclaré ceci :

Lorsque nous avons consulté 25 économistes de l'Ouest quant au contenu d'un plan de relance, ils ont insisté sur le renforcement du filet de sécurité sociale plutôt que sur une aide particulière destinée à certaines industries ou entreprises.

(Roger Gibbins, président-directeur général, Canada West Foundation, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 2 avril 2009)

Prenant note de l'engagement ferme du gouvernement à expédier rapidement les fonds là où des projets peuvent être soutenus, le Comité croit que le gouvernement fédéral peut également accorder rapidement un soutien élargi aux provinces et territoires qui ont des stratégies de réduction de la pauvreté prêtes à mettre en œuvre.

Recommandation 36

Le Comité recommande que le gouvernement fédéral, au même titre qu'il investit dans des projets d'infrastructure physique prêts à être mis en œuvre pour lutter contre la récession avec ses homologues provinciaux, investisse dans des projets d'infrastructure sociale prêts à être mis en œuvre, en particulier auprès d'organismes qui s'intéressent aux questions de logement, de sécurité du revenu et d'autres questions sociales et dont la capacité d'offrir des services peut être rapidement améliorée grâce à des investissements accrus et accélérés, effectués au moyen du Transfert canadien en matière de programmes sociaux.

Initiatives locales

Au cours de ses visites auprès d'organismes établis un peu partout au Canada, le Comité a appris que si les transferts de revenu sont essentiels, les individus ont souvent besoin de soutien. Ceux qui vivent dans la pauvreté lui ont dit qu'ils peuvent connaître certaines complications attribuables à la maladie physique ou mentale, à la violence, à la désintégration de la famille et à l'isolement social. Les organismes communautaires comme ceux que les membres du Sous-comité ont visités jouent un rôle essentiel en venant en aide aux personnes vivant dans la pauvreté.

Les organismes communautaires assurent un soutien local aux personnes vivant dans la pauvreté et établissent avec elles un contact personnel.

Le soutien peut parfois prendre une forme très simple comme aider à remplir le formulaire d'inscription à un programme de soutien du revenu. Parfois, le soutien s'étend sur des années et revêt différentes formes – aider à se réinstaller dans une nouvelle localité ou à se sortir d'une relation de violence. Les organismes communautaires jouent de nombreux rôles, mais, essentiellement, ils assurent un soutien local et établissent un contact personnel. Ces organismes sont en mesure de créer des communautés et des réseaux parmi les personnes

¹⁹⁰ Roger Gibbins et coll., *Taking Action on the Economy: Advice from Western Canada*, Canada West Foundation, octobre 2008, p. 1. [traduction]

vulnérables : ils sont à la fois la solution et la communauté dans laquelle s'inscrit la solution au niveau local.

Le Comité a visité ou entendu les organismes communautaires suivants¹⁹¹, qui aident à relever les défis posés par la pauvreté et dont les clients sont les personnes vivant avec de faibles revenus :

- les Stella Burry Community Services¹⁹², Stella's Café – St. John's (Terre-Neuve-et-Labrador);
- le North End Community Health Centre¹⁹³ – Halifax (Nouvelle-Écosse);
- les Dalhousie Legal Aid Services¹⁹⁴ – Halifax (Nouvelle-Écosse);
- le Dispensaire diététique de Montréal¹⁹⁵ – Montréal (Québec);
- la Collingwood Neighbourhood House¹⁹⁶ – Vancouver (Colombie-Britannique);
- le Hospitality Project¹⁹⁷ – New Westminster (Colombie-Britannique);
- la Circle Project Association¹⁹⁸ – Regina (Saskatchewan);
- le Rainbow Youth Centre¹⁹⁹ – Regina (Saskatchewan);
- le Urban Circle Training Centre²⁰⁰ – Winnipeg (Manitoba);
- le Community Kitchen Program of Calgary²⁰¹ – Calgary (Alberta);
- Jeunesse au soleil²⁰² – Montréal (Québec);
- Passeport pour ma réussite²⁰³.

Parmi ces initiatives, certaines procurent une aide aux personnes qui vivent dans la pauvreté, tandis que d'autres constituent un tremplin pour sortir les personnes de la pauvreté²⁰⁴. Qu'il s'agisse de reconforter ou d'offrir un tremplin, les mesures locales comportaient tous les éléments clés suivants :

¹⁹¹ L'annexe 3 renferme de plus amples renseignements sur ces organismes et sur les programmes. Les lignes qui suivent résument brièvement ce que les membres du Comité ont eu le privilège de voir et d'entendre pendant leurs missions d'information dans quelques villes du Canada.

¹⁹² Stella Burry Community Services, <http://www.stellaburry.ca/>, consulté le 18 août 2009.

¹⁹³ North End Community Health Centre, <http://www.nechc.com/>, consulté le 10 août 2009.

¹⁹⁴ Dalhousie Legal Aid Services, <http://law.dal.ca/Institutes/Dalhousie%20Legal%20Aid%20Service/>, consulté le 10 août 2009.

¹⁹⁵ Dispensaire diététique de Montréal, <http://www.ddm-mdd.org/index.html>, consulté le 24 août 2009.

¹⁹⁶ Collingwood Neighbourhood House, <http://www.cnh.bc.ca/>, consulté le 6 août 2009.

¹⁹⁷ The Hospitality Project, <http://www.newwesthospitalityproject.org/links.html>, consulté le 6 août 2009.

¹⁹⁸ The Circle Project Association Inc., <http://www.circleproject.ca/index.html>, consulté le 6 août 2009.

¹⁹⁹ Rainbow Youth Centre, <http://www.rainbowyouth.com/>, consulté le 6 août 2009.

²⁰⁰ Urban Circle Training Centre Inc., <http://www.urbancircletraining.com/home.htm>, consulté le 7 août 2009.

²⁰¹ Community Kitchen Program of Calgary, <http://www.communitykitchenprogram.com/>, consulté le 24 août 2009.

²⁰² Jeunesse au soleil, <http://www.sunyouthorg.com/>, consulté le 24 août 2009.

²⁰³ David Hughes, *Passeport pour ma réussite*, mémoire présenté au Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009.

²⁰⁴ Tom Gribbons, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009.

- la capacité unique de réagir rapidement grâce à des mesures innovatrices pour faire face aux besoins émergents au sein de la collectivité;
- des services polyvalents pouvant joindre la personne « là où elle se trouve » et l'aider dans plus d'un aspect de sa vie;
- des services qui comblent les lacunes – les initiatives locales sont les plus aptes à déboucher sur des mesures innovatrices qui prennent le relais là où les autres services restent déficients.

Les tremplins

Éducation

Les programmes d'éducation avaient tous en commun leur capacité de s'adapter aux besoins complexes des élèves et des étudiants en les aidant à rester concentrés sur leurs études. Les membres du Sous-comité ont entendu des jeunes dire qu'ils tentaient de terminer leurs études secondaires ou postsecondaires en dépit des complications dans leur vie de tous les jours. Le pouvoir de l'éducation comme moyen d'atténuer la pauvreté a été évoqué devant les membres du Sous-comité. Des élèves et des étudiants ont déclaré que leurs conditions de vie, c'est-à-dire la pauvreté, l'absence de soutien familial, le fait d'avoir des enfants et parfois être en train de se sortir de la rue, ce qui peut vouloir dire sortir d'un gang de rue, se guérir de toxicomanies et se sortir d'un milieu violent, rendaient les études extrêmement difficiles. On a affirmé au Comité qu'un diplôme d'études secondaires ou postsecondaires était crucial pour améliorer le statut socioéconomique des mères adolescentes et améliorer l'employabilité des jeunes Autochtones. Les membres du Comité ont été impressionnés par ce que réussissent à accomplir les jeunes qu'ils ont rencontrés et qui participaient aux programmes axés sur l'éducation.

Les jeunes de la Circle Project Association, à Regina, ont parlé aux membres du Sous-comité de l'approche particulièrement positive qui se fonde sur une vision autochtone de la plénitude, de l'équilibre et de la guérison et qui constitue un élément fondamental du programme éducatif Circle Project. L'approche, qui est ancrée dans la culture autochtone, soutient les élèves qui transforment leur vie tout en terminant leurs études secondaires. Environ 95 % des élèves du Circle Project sont autochtones et beaucoup sont de jeunes mères célibataires. Le Circle Project a commencé à offrir des services de garderie après avoir constaté qu'il est essentiel de trouver des garderies stables à coût abordable pour permettre aux élèves de terminer leurs études. Le Circle Project offre un exemple de service complet où on assure un soutien psychologique qui permet aux élèves de rester concentrés sur leurs études.

Le centre de formation Urban Circle de Winnipeg décrit son programme d'études collégiales comme étant une « échelle » permettant de sortir de la pauvreté. Un cours d'apprentissage de l'autonomie fonctionnelle très bien aligné sur la culture autochtone constitue le premier élément de tous les programmes de formation. Les participants au programme ont décrit comment ce cours les a aidés à se former une vision personnelle de l'apprentissage, à accroître leurs chances d'atteindre leurs objectifs, à se fixer des priorités et à rester concentrés sur leurs études en dépit des complications rencontrées dans leur vie. Quarante-cinq pour cent des participants au projet Urban Circle obtiennent leur diplôme et trouvent un emploi. Le projet est particulièrement efficace pour ce qui est d'aider à abattre

les obstacles auxquels les Autochtones sont confrontés dans l'obtention d'un diplôme d'études postsecondaires.

Passeport pour ma réussite s'adresse à des élèves plus jeunes et vise à éviter le décrochage scolaire de ceux des milieux à faible revenu. Ses responsables ont appris que les jeunes de ces milieux ont besoin de plus de soutien que ce qui est offert dans les salles de classe. Les questions qui se posent à la maison et dans la collectivité sont abordées parallèlement à l'élaboration de moyens de réussite scolaire.

Passeport pour ma réussite, dont les résultats ont fait l'objet d'une vérification, a un « rendement social » évalué à 25 \$ pour chaque dollar investi²⁰⁵. Ce programme aide les élèves à relever les défis qui se posent chaque jour à la maison et qui pourraient les distraire de leurs études et les défis qui se posent dans la collectivité et qui pourraient les amener à abandonner leurs études. Le Boston Consulting Group a signalé une réduction de 80 % du taux de décrochage scolaire chez les participants au programme en 2007²⁰⁶. Les membres du Sous-comité ont apprécié leur rencontre avec quelques participants de Passeport pour ma réussite de Regent Park, à Toronto. Ils ont été impressionnés par les changements que le programme semble induire chez les participants et au sein de leur collectivité.

Les membres du Sous-comité ont visité des centres où se donnent des programmes s'adressant spécifiquement à des jeunes vivant dans la pauvreté aussi jeunes que des élèves d'écoles intermédiaires. Il était clair que les centres d'accueil pour jeunes peuvent devenir un peu un second chez-soi. Le Rainbow Youth Centre est un tel centre qui s'adresse aux jeunes des milieux défavorisés de Regina. Le lieu, le personnel, les programmes et les événements forment un tout qui constitue un genre de service complet spécial pour les jeunes des milieux défavorisés qui les aide à s'intégrer à leur collectivité et à reprendre leurs études. Au Rainbow Youth Centre, les programmes ont été élargis pour combler les besoins des jeunes à mesure qu'ils se présentent. Le centre offre des activités sportives et récréatives, l'accès à des ordinateurs et des soupers. Il y a des espaces calmes, des espaces pour les activités et des espaces où les jeunes peuvent recevoir des services individualisés. Le personnel est là pour aider, soutenir et même reconforter au besoin. Les membres du Sous-comité ont pu constater les adaptations et les rénovations apportées à l'immeuble pour faire de la place pour la multitude de programmes et de services offerts.

Nouveaux venus

Les services communautaires dont le Comité a entendu parler offraient presque toujours une porte d'accès à d'autres services et programmes et à une aide financière. Le Collingwood Neighbourhood House, qui se trouve au cœur d'une collectivité de Vancouver comptant un fort pourcentage de nouveaux venus, en est un exemple patent. À côté d'une longue liste de programmes et services offerts à tous les membres de la collectivité, le centre offre un service d'information et de référence ouvert 24 heures sur 24 aux immigrants récents afin de les aider à trouver des logements, des écoles, des emplois et des cours de langue. Le service d'information est offert en plusieurs langues et s'adapte constamment aux nouveaux venus.

²⁰⁵ David Hughes, mémoire présenté au Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009.

²⁰⁶ Boston Consulting Group, BCG Assessment of Pathways to Education: Executive Summary, p. 10, juillet 2007, <http://pathwaystoeducation.ca/PDF/BCG.pdf>, consulté le 22 septembre 2009.

Le soutien offert aide les nouveaux venus à s'établir au sein de la collectivité et à accéder au marché du travail. Collingwood Neighbourhood House comble souvent des vides laissés par les différents programmes ciblés. Il apporte une aide lors de ce qui a été décrit au Sous-comité comme étant la première et la deuxième étape du processus d'établissement²⁰⁷. Les contacts établis à Collingwood House peuvent également aider les immigrants lors de la troisième et dernière étape de leur intégration économique et sociale.

Nutrition

Le Dispensaire diététique de Montréal présente un plaidoyer passionné en faveur d'une plus grande reconnaissance du lien entre le régime alimentaire et la pauvreté²⁰⁸. Les efforts de l'organisme sont axés sur la prévention de la pauvreté intergénérationnelle, en particulier l'apport de suppléments alimentaires en période prénatale. Le Dispensaire s'occupe du piètre régime alimentaire de femmes enceintes vivant dans des milieux défavorisés et leur assure une saine alimentation afin d'atténuer le risque d'insuffisance pondérale à la naissance et d'assurer un bon départ dans le développement de l'enfant. Le Dispensaire s'attaque directement à un problème reconnu par le Conseil canadien de la santé (cité plus haut dans le rapport), qui affirme que le poids des bébés nés dans les milieux défavorisés est d'un quart de livre inférieur à celui des bébés nés dans les milieux aisés.

Une bonne alimentation est également un objectif pour le Community Kitchen Program de Calgary. Le programme de cuisine communautaire permet à de petits groupes de cuisiner leurs aliments ensemble, ce qui permet d'économiser temps et argent. Le programme aide les personnes ayant un revenu limité et leur famille à améliorer leur régime alimentaire; il permet également de se faire des amis et d'éviter l'isolement social. Le Comité a appris que les personnes à faible revenu n'ont pas les moyens de se payer des aliments nutritifs compte tenu du coût de ces aliments. Le programme est un bon exemple des services complets puisque, s'il met l'accent sur l'amélioration du régime alimentaire des personnes à faible revenu et, en même temps, la possibilité d'économiser, il permet aussi de remédier à un problème fréquent chez les démunis, soit l'isolement social.

Isolement économique

Les mesures locales consistent également à construire des communautés, à réunir les gens peu importe dans quelles conditions ils vivent. Des bénéficiaires de ces mesures ont raconté leur histoire, souvent l'histoire de toute une vie, aux membres du Sous-comité. Il était évident que ces gens, qui vivent dans la pauvreté et luttent chaque jour pour trouver la stabilité, s'étaient aussi raconté ces histoires les uns aux autres, ce qui contribue à créer chez eux un sentiment d'appartenance à la même communauté. Comme un de ces bénéficiaires l'a déclaré lors du passage du Sous-comité à St. John's, il s'agit parfois tout simplement de trouver au même endroit un logement, du travail et des amis.

Les discussions avec les bénéficiaires des Stella Burry Community Services, à St. John's, ont eu lieu au Stella's Café, un lieu où les bénéficiaires peuvent soit servir, soit être servis. Partager son histoire avec un groupe de soutien permet de tirer des leçons de l'expérience

²⁰⁷ Sarah Wayland, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008.

²⁰⁸ Marie-Paul Duquette, *Témoignages*, Comité, 2^e session, 39^e législature, 7 février 2008.

des autres et de savoir que l'on n'est pas seul dans sa situation, ce qui aide à vivre plus sereinement.

Stella's Café offrent des emplois au café même aux personnes affectées de maladies mentales qui vivent dans la pauvreté. Ce café, qui est une véritable entreprise sociale, permet aux travailleurs des services communautaires et aussi aux visiteurs de rencontrer les gens « dans leur milieu ». Dans certains cas, le fait d'avoir acquis une expérience de travail au Stella's Café peut même conduire à l'obtention d'un emploi stable ailleurs, ce qui remédie à l'isolement économique, tout en évitant l'isolement social.

Apporter un réconfort

Santé

La plus grande prévalence de la maladie parmi les personnes démunies ainsi que les coûts qui en découlent pour le système de santé ont été portés à l'attention du Comité. Le North End Community Health Centre, à Halifax, vise à instaurer une collectivité en bonne santé en offrant une gamme croissante de services de santé. À ses débuts, le centre voulait tout simplement mettre en place des services de santé dans le milieu afin d'en faciliter l'accès aux habitants d'un quartier en grande partie défavorisé. Depuis, le centre a beaucoup élargi la gamme des services offerts pour répondre aux besoins de la collectivité. Puisqu'il avait été dit au Sous-comité que la pauvreté se répercutait directement sur l'état de santé, il a été encouragé de constater qu'une mesure avait été prise localement dans le but d'améliorer l'état de santé des habitants d'un quartier défavorisé. Le North End Community Health Centre invite les bénéficiaires à devenir membres et à prendre part à son administration. De telles actions communautaires contribuent à créer un sentiment d'appartenance tout en apportant des solutions à des problèmes précis.

Aide juridique

Les centres d'aide juridique constituent un service local spécialisé et ciblé. Sans de tels centres, qui offrent des services juridiques gratuits aux clients qui répondent à certains critères, le coût des services juridiques professionnels pourrait être prohibitif. Les Dalhousie Legal Aid Services sont un partenariat entre des groupes locaux, des étudiants en droit, des travailleurs des services juridiques communautaires et des avocats. Les bureaux des services sont situés dans le quartier North End d'Halifax, ce qui souligne bien les liens avec la collectivité. En plus de l'aide juridique proprement dite, les Dalhousie Legal Aid Services ont un module d'extension au sein de la collectivité et se portent à la défense générale des personnes à faible revenu. Ce type de service comble un vide puisque les coûts constituent un obstacle à l'obtention de services juridiques.

Action communautaire locale

Les membres du Sous-comité ont visité Jeunesse au soleil, qui a commencé en offrant des activités récréatives à des jeunes de milieux défavorisés de Montréal dans les années 1950. L'école reconvertie, que possède maintenant l'organisme, loge beaucoup des services mis en place en réponse aux besoins locaux au fil des décennies. Jeunesse au soleil offre des programmes et des services aux personnes de tous les âges. Le Sous-comité n'a visité que de petites parties du vieil immeuble qui est un véritable labyrinthe. Depuis 50 ans, l'organisme est devenu une véritable plaque tournante de la collectivité en offrant des services d'urgence aux personnes en détresse, des services de prévention du crime, une banque d'alimentation ouverte 365 jours par année et des programmes complets pour les personnes âgées. Depuis

très longtemps, l'organisme offre des solutions innovatrices en réponse aux besoins de la collectivité. Jeunesse au soleil est un exemple d'organisme communautaire local qui a su tenir compte du caractère propre du milieu et qui a contribué à améliorer la collectivité.

Le Hospitality Project, à New Westminster, est né d'un geste de pure gentillesse. Le personnel d'une banque d'alimentation située dans une église a décidé d'inviter ceux qui faisaient la queue en dehors de l'église à attendre dans les espaces récréatifs plutôt que sur le trottoir. Ce simple geste a été suivi d'un mouvement généreux et riche. Il s'en est suivi un système où les gens qui attendent peuvent garder leur place dans la file tout en buvant un café et en dégustant un goûter gratuit et en discutant avec des amis et des voisins. Le Hospitality Project est parti de là. Les membres du Sous-comité ont été impressionnés par la capacité de cerner les besoins existants dans cette collectivité très diversifiée et d'y répondre par des mesures innovatrices. Dans le local initial, on voit maintenant une clinique dentaire itinérante, des services d'aide aux élèves, des cours de cuisine et des travailleurs sociaux. Cela s'ajoute au rôle initial de la banque d'alimentation, soit la distribution d'environ 500 sacs d'épicerie chaque semaine.

Section 3 – Le logement

L'habitation sert à stabiliser la famille; une famille qui déménage sans cesse pour trouver un logement convenable doit changer les enfants d'école, ce qui a une incidence sur leur éducation. Une famille qui habite un logement convenable peut se concentrer sur les autres aspects de la vie, comme l'éducation et l'emploi.

(Lawrence Poirier, directeur, Kinew Housing Inc., *Témoignages*, Comité, 2^e session, 39^e législature, 29 novembre 2007)

Un logement abordable et décent est l'un des éléments fondamentaux du développement social et physique de l'individu. Un logement convenable est une condition nécessaire, mais non suffisante, du succès, que ce soit pour ceux qui tentent de se sortir de la pauvreté ou ceux qui s'emploient à réduire cette dernière.

Un logement décent est un droit universel, quel que soit le statut économique ou social.

D'après les chercheurs et les témoins que le Comité a entendus, un logement décent représente aussi un droit universel, quel que soit le statut économique ou social. Et, pourtant, à en croire un rapport qu'ont publié les Réseaux canadiens de recherche en politiques publiques en 2004, le Canada « n'a pas été en mesure d'atteindre l'objectif de politique du logement qui consistait à assurer un logement adéquat et abordable à tous ses citoyens²⁰⁹ ». Les chercheurs en politique, parmi d'autres, estiment souvent que le logement abordable constitue une « politique orpheline » dont aucun ordre de gouvernement n'assume la responsabilité et que le secteur de la construction ignore, en raison des faibles marges bénéficiaires dont il s'assortit.

3.1 Problèmes persistants

Des témoins ont déclaré qu'en matière de logement le Canada n'a pas de politique à proprement parler, mais plutôt un système²¹⁰ composé, par ordre d'importance, de logements privés occupés par leurs propriétaires, de logements privés qui sont loués et, enfin, de logements fournis par des organismes à but non lucratif, publics ou autres, qui sont achetés par une ou plusieurs personnes ou qui sont loués.

Abordabilité

Malgré la récente croissance économique, le revenu des 20 % des familles les plus pauvres demeure stagnant, alors que les prix des logements augmentent. Il existe un problème relatif aux prix des logements, problème qui est lié à l'offre

Il existe un problème relatif aux prix des logements, problème qui est lié à l'offre insuffisante de logements abordables et aux revenus en déclin des Canadiens qui se retrouvent au bas de l'échelle des revenus.

Bayla Kolk

²⁰⁹ Tom Carter et Chesya Polevychok, *Housing is Good Social Policy*, Research Report F/50 Family Network, Réseaux canadiens de recherche en politiques publiques, décembre 2004, p. V. [traduction]

²¹⁰ Voir, par exemple, le témoignage de Margaret Eberle devant le Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009.

insuffisante de logements abordables et aux revenus en déclin des Canadiens qui se retrouvent au bas de l'échelle des revenus.

(Bayla Kolk, sous-ministre déléguée par intérim, Stratégie des partenariats de lutte contre l'itinérance, *Témoignages*, Comité, 1^{re} session, 39^e législature, 26 avril 2007)

À l'occasion des visites qu'il a faites dans diverses villes canadiennes, le Comité a rencontré des Autochtones, de nouveaux immigrants et des Canadiens de souche; à la question de savoir ce que les pouvoirs publics pouvaient faire pour les aider, ceux-ci ont répondu, presque sans exception, qu'il fallait agir sur le plan du logement, notamment en matière d'abordabilité et d'entretien. Sauf à Montréal, toutes les personnes interrogées vivant dans la pauvreté ont déclaré que la portion affectée au logement de leurs chèques d'aide sociale ne suffisait même pas à payer le plus bas loyer existant dans la collectivité. Un témoin de Winnipeg a décrit la situation dans sa ville :

Les résidents des maisons de chambre et des hôtels et les personnes seules ont soit 236 \$, soit 284 \$ par mois pour se loger. La plupart du temps, ils sont coincés dans des endroits malfamés du centre-ville. Le problème — et cela nous ramène à l'industrie de la pauvreté —, c'est que le loyer ne coûte pas 236 \$ ou 284 \$. Le loyer est de 275 \$ ou de 300 \$ et plus. Les bénéficiaires de l'aide sociale prennent alors entre 30 et 40 % de leur revenu disponible — qui est d'environ 80 \$ — pour payer leur loyer.

(Jino Distasio, directeur et professeur, Institut des études urbaines, Université de Winnipeg, *Témoignages*, Comité, 1^{re} session, 39^e législature, 17 mai 2007)

Un témoin représentant une banque d'alimentation de Winnipeg a décrit les choix difficiles qu'il faut parfois faire :

[...] des familles biparentales, des mères seules, des personnes handicapées physiquement ou mentalement, des malades mentaux, des personnes qui ont besoin de scolarisation et de formation et tous ceux qui ont été forcés par les circonstances de recourir à l'aide sociale doivent faire un choix déchirant : se nourrir et nourrir leur famille ou payer leur coût de logement. L'argent qui aurait dû être consacré à la nourriture sert donc à payer le loyer et les services publics, et on étire le budget alimentaire en ayant recours à une banque alimentaire.

(David Northcott, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 1^{er} mai 2008)

Des témoins ont également expliqué au Comité que les bénéficiaires d'aide sociale, surtout les femmes²¹¹, devaient souvent compromettre la sécurité de leur famille pour pouvoir se loger. À l'occasion de leur visite dans les Prairies, les membres du Comité ont pu obtenir le point de vue d'organismes sociaux et de leurs clients.

D'après ce qu'ont expliqué des réfugiés et des fournisseurs de services ayant participé à une évaluation du Programme d'aide aux réfugiés, le financement fourni au titre du logement est particulièrement insuffisant compte tenu des besoins des familles de réfugiés, souvent

²¹¹ Marika Morris, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 4 juin 2008.

importants²¹². Des études récentes ont démontré que les réfugiés ont beaucoup plus de peine à se trouver un logement décent et abordable que les autres immigrants²¹³.

De plus, il n'est pas tenu compte des frais de chauffage au mazout qui sont très élevés, comme les membres du Comité ont pu s'en rendre compte lors des audiences et des visites qu'ils ont effectuées dans l'Est du pays.

L'hiver dernier, à Charlottetown, des personnes âgées ont dû choisir entre acheter leurs médicaments, acheter de la nourriture ou chauffer leur logement. Dans bien des cas, ces personnes n'avaient pas les moyens de répondre à ces trois besoins fondamentaux. Étant donné la hausse du coût du mazout de chauffage depuis l'hiver dernier, le niveau de pauvreté va encore augmenter.

(Clifford Lee, maire, Ville de Charlottetown, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 13 août 2008)

Le Comité comprend bien que des augmentations des allocations de logement prévues dans le cadre de l'aide sociale peuvent se traduire par un relèvement des loyers des logements les plus abordables quelle que soit la collectivité²¹⁴; il n'en demeure pas moins que, faute d'accroissement du nombre de logements abordables, il n'y aura peut-être pas d'autres solutions que de hausser ces allocations. Par ailleurs, le Comité reconnaît que cette approche ne vient pas toujours en aide aux salariés qui ne reçoivent pas de prestations d'aide sociale; en raison des disparités régionales, même les prestations fiscales pour le revenu de travail les plus généreuses pourraient ne pas suffire pour aider les salariés à faible revenu là où les loyers sont les plus élevés.

Des témoins ont également fait savoir au Comité que l'abordabilité est un problème beaucoup plus aigu pour certains groupes :

Les personnes susceptibles de vivre dans la pauvreté, comme les Autochtones, les mères célibataires, les immigrants, les réfugiés et les handicapés subissent les conséquences des logements inadéquats et leurs résultats sur le plan de l'éducation et de la santé en sont affectés.

(Molly McCracken, membre du Conseil du Manitoba, Centre canadien de politiques alternatives, *Témoignages*, Comité, 1^{re} session, 39^e législature, 17 mai 2007)

Les personnes susceptibles de vivre dans la pauvreté, comme les Autochtones, les mères célibataires, les immigrants, les réfugiés et les handicapés subissent les conséquences des logements inadéquats.

Molly McCracken

Si ce problème est particulièrement grave dans les grandes métropoles du pays, des villes de plus petite taille sont également touchées de façon disproportionnée. Par exemple, le nouveau plan de logement social de Terre-Neuve-et-Labrador démontre que les ménages d'une personne, les ménages d'Autochtones vivants

²¹² Sarah Wayland, *The Housing Needs of Immigrants and Refugees in Canada*, document produit pour l'Association canadienne d'habitation et de rénovation urbaine, 2007, p. 9.

²¹³ Daniel Hiebert et Pablo Mendez, *S'établir au Canada : expérience des nouveaux arrivants sur le marché de l'habitation, 2001–2005*, Société canadienne d'hypothèques et de logement, juillet 2008.

²¹⁴ Marion Steeles, *Observations sur les propositions du Rapport sénatorial La Pauvreté, le logement et l'itinérance : enjeux et solutions*, mémoire présenté au Comité sénatorial permanent des affaires sociales, des sciences et de la technologie le 26 juin 2009.

hors réserve et les chefs de familles monoparentales comptent parmi ceux qui connaissent les besoins impérieux en matière de logement les plus criants et que le facteur le plus important à cet égard est la pénurie de logements abordables²¹⁵.

Offre insuffisante

Le Comité a réuni de nombreuses preuves du manque de logements privés ou sociaux abordables.

L'incapacité du marché privé de fournir des logements locatifs abordables a fait l'objet d'analyses diverses qui ont permis d'en dégager les deux grandes causes : des modifications au traitement du revenu provenant de la construction de logements locatifs, qui ont coïncidé avec l'émergence des copropriétés²¹⁶ et la cherté des terrains et de la construction dans les grandes villes, en raison de laquelle les nouveaux logements sont tout simplement devenus inabordables pour les faibles revenus²¹⁷.

Selon la Société canadienne d'hypothèques et de logement (SCHL), 13,5 % des Canadiens vivant dans des villes connaissaient des « besoins impérieux en matière de logement » en 2005²¹⁸.

On affirme qu'un ménage éprouve des besoins impérieux lorsqu'il n'est pas en mesure de se trouver un logement conforme aux normes de taille, de qualité et d'abordabilité. Ces normes ont été corrigées avec le temps en fonction des attentes des Canadiens en matière de logement. L'abordabilité, qui est un des éléments définissant les besoins impérieux, se rapporte à un plafond de 30 % du revenu d'un ménage consacré aux frais de logement²¹⁹.

Tout comme certains groupes sont plus touchés par la pauvreté, certains segments de la population pâtissent davantage de l'inabordabilité des logements. En 2001, 36 % des immigrants connaissaient des besoins impérieux en matière de logement, selon la définition de la SCHL, contre 13 % seulement dans le reste de la population²²⁰. Un témoin de Toronto a illustré la situation de manière plus concrète :

[I]l y en a environ 25 000 —, plus de 50 % des résidents restants ont moins de 21 ans. Dans environ 85 % des cas, ce sont des personnes « de couleur », et dans 25 % des cas environ, des Néo-Canadiens. Le

²¹⁵ Ministère du logement de Terre-Neuve-et Labrador, *A Social Housing Plan for Newfoundland and Labrador 2009: Secure Foundations*, 2009, p. 3, <http://www.nlhc.nf.ca/SocialHsingPlan/report.pdf> consulté le 24 août 2009.

²¹⁶ Voir, par exemple, J. David Hulchanski, *Canada's Dual Housing Policy: Assisting Owners, Neglecting Renters*, Research Bulletin #38, Centre for Urban and Community Studies, University of Toronto, septembre 2007, p. 3.

²¹⁷ Voir, par exemple, Nick Falvo, *Addressing Canada's Lack of Affordable Housing*, exposé devant le panel du PEF sur le thème Interdisciplinary Approaches to Economic Issues, à l'occasion de l'Assemblée annuelle de l'Association canadienne d'économie tenue à l'Université Dalhousie, 2007, p. 4.

²¹⁸ SCHL, *L'Observateur du logement au Canada 2008 – Faits saillants*, <http://www.cmhc-schl.gc.ca/fr/inso/sapr/co/2008/2008-11-13-0815.cfm>, consulté le 27 août 2009.

²¹⁹ SCHL, *Logement abordable*, http://www.cmhc-schl.gc.ca/fr/inso/faq/faq_002.cfm, consulté le 24 août 2009.

²²⁰ Sarah Wayland, *The Housing Needs of Immigrants and Refugees in Canada*, document préparé pour l'Association canadienne d'habitation et de rénovation urbaine, 2007, p. 4.

visage de la pauvreté et le visage du logement social dans les grands centres urbains se sont transformés rapidement et continuent de se transformer.

(Derek Ballantyne, président-directeur général, Logement communautaire de Toronto, *Témoignages*, Comité, 2^e session, 39^e législature, 21 novembre 2007)

Des données démontrent également que les ménages autochtones vivant dans les grandes villes canadiennes, soit Vancouver, Edmonton, Saskatoon, Winnipeg et Toronto, occupent des logements qui ont besoin du double des réparations de ceux où vivent des ménages non autochtones²²¹. Parallèlement, les ménages autochtones en attente de logements sociaux deviennent plus souvent itinérants que leurs pendants non autochtones²²².

C'est ce qu'ont expliqué des témoins au Comité :

Au-delà des statistiques relatives aux logements, il y a des gens en chair et en os qui font les frais du manque de logements abordables au Canada [...] Les Canadiens les plus durement touchés sont les plus vulnérables, les jeunes, les vieux, les familles monoparentales, les ménages autochtones, les nouveaux immigrants et les locataires, qui comptent pour plus des deux tiers de ceux qui présentent des besoins impérieux de logements.

(Nicholas Gazzard, directeur général, Fédération de l'habitation coopérative du Canada, *Témoignages*, Comité, 2^e session, 39^e législature, 21 novembre 2007)

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Nicholas Gazzard

Appui fédéral

Expiration des accords d'exploitation

L'investissement du gouvernement fédéral au titre du logement abordable devrait, dans le même temps, diminuer de beaucoup, simplement en raison de l'expiration des subventions de fonctionnement à long terme, à mesure que les prêts hypothécaires qu'elles appuient arrivent à échéance :

En règle générale, il s'agit d'un engagement de 30 à 35 ans envers un projet. À la fin, l'hypothèque est remboursée, et le gouvernement fédéral met fin aux subventions. Le problème, cependant, c'est que, si la subvention du gouvernement fédéral prend fin, la nécessité de loger les familles à faible revenu, elle, existe toujours.

(Nicholas Gazzard, *Témoignages*, Comité, 2^e session, 39^e législature, 21 novembre 2007)

L'investissement du gouvernement fédéral au titre du logement abordable devrait diminuer de beaucoup, simplement en raison de l'expiration des subventions de fonctionnement à long terme.

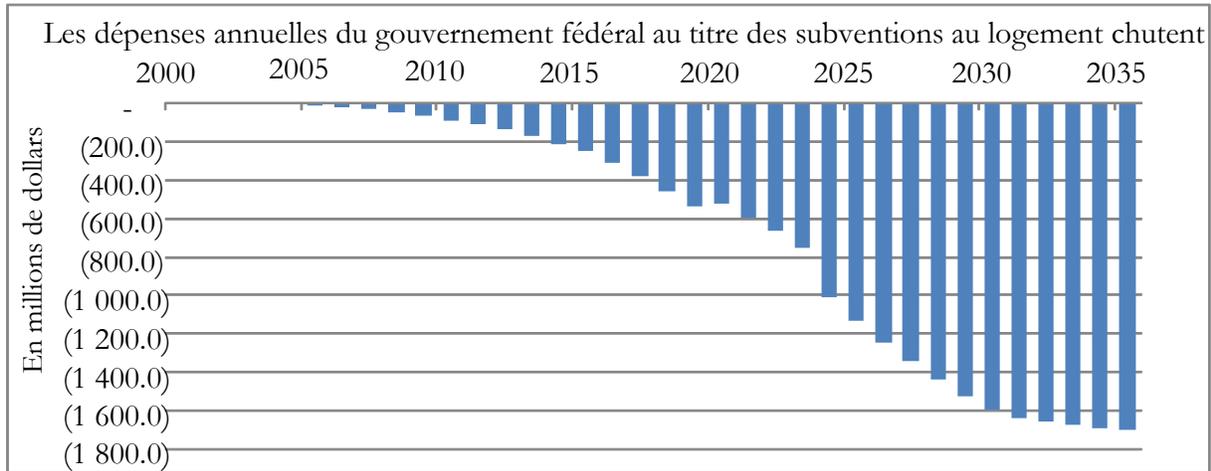
Une telle situation a d'énormes incidences, sur le plan des économies pour le gouvernement fédéral et sur le plan de l'offre et de l'abordabilité des logements sociaux subventionnés. Le

²²¹ Statistique Canada, cité par Ryan Walker dans *Social Housing and the Role of Aboriginal Organizations in Canadian Cities*, Choix, Institut de recherche en politiques publiques, mai 2008, p. 4. <http://www.irpp.org/choix/archive/vol14no4.pdf>, consulté le 10 août 2009.

²²² The International Housing Coalition, Case Study 3, *Aboriginal Housing in Canada: Building on Promising Practices*, 2006, p. 6.

graphique ci-après illustre le déclin rapide à ces deux titres, si les pouvoirs publics ne réinvestissent pas à long terme.

Figure 9 – Chute des dépenses du gouvernement fédéral au titre des subventions au logement²²³



Maintien des investissements

La plupart des témoins que le Comité a entendus ont fermement recommandé le maintien des niveaux de financement au moins aux niveaux actuels, et certains ont décrit les résultats à en attendre dans le secteur du logement social :

[S]i le gouvernement fédéral devait affirmer qu'il maintient le budget, pour ne pas dire qu'il l'augmente, 80 % du budget en question serviraient à faire construire de nouveaux logements. D'ici au moment où les hypothèques seront remboursées, cela pourrait donner 21 000 unités d'habitation par année de plus. Si les provinces gardent la pédale au fond et collaborent, ce pourrait être le double.

(Sharon Chisholm, directrice générale, Association canadienne d'habitation et de rénovation urbaine, *Témoignages*, Comité, 2^e session, 39^e législature, 21 novembre 2007)

Le Comité félicite le gouvernement de l'engagement qu'il a pris dans le budget de 2009 d'accroître l'offre de logements abordables au Canada tout en visant une approche plus soutenue.

Recommandation 37

Le Comité recommande que le gouvernement fédéral prévoie un financement soutenu et adéquat dans le cadre de l'Initiative en matière de logement abordable afin d'accroître l'offre de logements abordables.

²²³ Steve Pomeroy, *Where's the Money Gone? An Analysis of Declining Government Housing Expenditures*, préparé pour l'Association canadienne d'habitation et de rénovation urbaine, août 2007, p. iii. <http://www.chraachru.ca/english/DocumentAccess.asp?docName=../CMFiles/documents/chra+pomery+E+final+1MBQ-6242008-6971.doc>, consulté le 27 août 2009.

Offre dans le secteur privé

Le Comité reconnaît également que le secteur privé a beaucoup contribué au logement locatif au Canada. De nombreux témoins ont expliqué que la construction de logements locatifs est en déclin et qu'il y a moins de logements à louer car ils sont convertis en copropriétés ou en raison d'un réaménagement urbain.

D'après plusieurs témoins, dont bon nombre fournissent et gèrent des logements sociaux, diverses modifications de la politique fiscale fédérale ont, au fil des années, contribué à cette réduction de la proportion de logements locatifs et il serait possible de renverser cette tendance en modifiant le régime fiscal²²⁴.

D'après ces témoins, la solution pourrait en partie provenir de nouvelles mesures fiscales, mais il faudrait prendre garde de ne pas simplement rétablir un programme antérieur ou mettre en place un programme imité d'un programme étranger, car le marché du logement a évolué au Canada. Une spécialiste de la question a présenté un mémoire dans lequel elle suggérait :

Les modifications fiscales pourraient favoriser une augmentation du nombre de logements locatifs construits par le secteur privé.

*de nouvelles subventions indirectes au moyen du système fiscal, dans la mesure où certaines des conditions suivantes sont remplies : a) les subventions attireront de nouveaux investisseurs dans ce secteur d'activité; b) elles ne seront pas essentiellement inframarginales (c.-à-d. accordées aux investisseurs pour un comportement qu'ils auraient de toute façon; c) elles ne seront pas trop élevées par unité de logement construite pour ce qui est de la perte de recettes fiscales (dépenses fiscales); d) elles seront ciblées, du moins pour certaines modifications*²²⁵.

Les suggestions avancées allaient de modifications à la *Loi de l'impôt sur le revenu* telles que les investissements en logements sociaux, incluant les dons et les biens durables, soient assujettis au même traitement fiscal que les dons à des organismes de charité²²⁶ à l'instauration d'un crédit d'impôt au logement pour les faibles revenus inspiré du crédit analogue en vigueur aux États-Unis²²⁷. Des groupes de travail provinciaux et locaux de même que les auteurs de programmes de logement et de lutte contre l'itinérance ont présenté des suggestions d'ordre général et plus précises²²⁸.

²²⁴ Voir, par exemple, les témoignages devant le Sous-comité sur les villes de Steve Pomeroy et Phil Browne (2^e session, 40^e législature, 5 juin 2009), de Jill Davidson (2^e session, 40^e législature, 28 mai 2009) et de Derek Ballantyne (2^e session, 39^e législature, 21 novembre 2007).

²²⁵ Marion Steeles, Observations sur les propositions en matière de logement présentées dans le rapport du Sénat intitulé *Pauvreté, logement et sans-abrisme : enjeux et options*, mémoire présenté au Comité, 26 juin 2009, p. 6.

²²⁶ Don Fairbairn, Consultant, Streethome Vancouver, *Témoignages*, Comité, 2^e session, 39^e législature, 6 mars 2008.

²²⁷ Marion Steeles, mémoire, p. 6 et 7.

²²⁸ Par exemple, voir Edmonton Task Force on Affordable Housing, *Improving Opportunities for Affordable Housing in Edmonton*, Ville d'Edmonton, février 2003, p. 9, http://www.edmonton.ca/for_residents/CommPeople/ETFAHBackground.pdf, consulté le 5 mai 2009; Calgary Committee to End Homelessness *Calgary's 10 Year Plan to End Homelessness*, janvier 2008,

Le Comité reconnaît également la complexité des systèmes fiscaux et de logement au Canada et souhaite éviter de nouvelles incohérences entre les programmes émanant des divers ordres de gouvernement.

Recommandation 38

Le Comité recommande que le gouvernement fédéral produise un livre blanc sur les mesures fiscales visant à appuyer la construction de logements locatifs en général et de logements locatifs abordables en particulier, ce qui comprend l'octroi de fonds, de terrains ou d'immeubles pour des logements à loyer modique.

Coûts fonciers

Le Comité a appris que le coût du terrain dans les villes canadiennes est de plus en plus prohibitif pour quiconque (pouvoirs publics ou autres) cherche à bâtir des logements abordables que ce soit pour la vente ou la location. Les municipalités contribuent à la réduction des coûts d'aménagement par divers mécanismes, notamment l'annulation des taxes locales d'équipements ou le report ou la dispense temporaire des impôts fonciers, voire le don ou la vente à rabais de terres. Il est même arrivé dans certains cas que l'on ait demandé au gouvernement fédéral de céder certaines de ses terres²²⁹.

Le coût du terrain dans les villes canadiennes est de plus en plus prohibitif pour quiconque cherche à bâtir des logements abordables que ce soit pour la vente ou la location.

Dans le cadre de ses projets visant à lutter contre l'itinérance, le gouvernement fédéral a adopté une Initiative (IBIEF) qui « vise à mettre des biens immobiliers excédentaires fédéraux à la disposition des organismes communautaires, des organismes sans but lucratif et d'autres ordres de gouvernement pour les projets qui visent à réduire et à prévenir l'itinérance²³⁰ ». Parallèlement, les terres excédentaires sont remises, pour qu'elle les cède, à la Société immobilière du Canada Limitée dont le mandat comporte deux volets : « optimiser non seulement la valeur financière de biens immobiliers excédentaires du gouvernement, mais aussi la valeur communautaire tirée de ses projets d'aménagement²³¹ ». Pour réaménager les terres fédérales, la Société consulte des intervenants locaux et travaille à l'élaboration globale d'un plan d'aménagement, ce qui peut alourdir un processus déjà long alors que les programmes de financement sont souvent assortis de délais stricts.

<http://www.calgaryhomeless.com/files/pdf/Calgary's%2010%20Year%20Plan.pdf>, consulté le 16 octobre 2009, et Metro Vancouver, *Affordable Housing Strategy*, 2007, p. 1, <http://www.metrovancouver.org/planning/development/housingdiversity/AffordableHousingStrategyDocs/AdoptedMetroVancAffordHousStrategyNov302007.pdf>, consulté le 23 avril 2009.

²²⁹ Voir, par exemple, Metro Vancouver, *Affordable Housing Strategy*, 2007, p. 9.

²³⁰ Ressources humaines et Développement des compétences Canada, *Initiative visant à mettre des biens immobiliers excédentaires fédéraux à la disposition des sans-abri (IBIEF)*, http://www.rhdcc.gc.ca/fra/sans_abri/excedentaires_federaux/index.shtml, consulté le 15 août 2009.

²³¹ Société immobilière du Canada, *Mandat et valeurs*, <http://www.clc.ca/fr/mandat-et-valeurs>, consulté le 15 août 2009.

Recommandation 39

Le Comité recommande que le gouvernement fédéral clarifie le mandat de la Société immobilière du Canada Limitée de sorte que les terres fédérales excédentaires soient de préférence aménagées pour y accueillir des logements abordables et afin d'accélérer les processus de planification en vue de faciliter cet usage.

Financement à court terme

Le financement fédéral fluctue, puisque après avoir beaucoup investi dans les années 1960 et 1970, s'être retiré et avoir transféré ses responsabilités aux gouvernements provinciaux dans les années 1990, le gouvernement fédéral a de nouveau investi dernièrement dans la construction de logements abordables. Des témoins ont expliqué au Comité que l'argent frais est toujours le bienvenu, mais qu'il importe de mettre sur pied une approche plus cohérente et stratégique pour répondre aux besoins en logement des Canadiens, surtout chez les revenus faibles.

Les programmes de logement fédéraux doivent tenir compte des cycles d'aménagement quinquennaux et des cycles de planification décennaux.

Malheureusement, il ne semble y avoir aucune uniformité dans les politiques et les programmes de logement au Canada. En tout cas, aucune mesure prise au cours des 10 dernières années ne laisse transparaître les vues du gouvernement fédéral sur le logement; les investissements fédéraux ne pointent pas non plus vers une stratégie particulière. On a plutôt assisté à la naissance de toute une série de programmes résultant de décisions politiques et de campagnes électorales. Certains programmes, comme le Programme d'aide à la remise en état des logements, datent de 35 ans et s'essoufflent tranquillement. La Stratégie des partenariats de lutte contre l'itinérance a été annoncée en 1999. Les fonds versés par ce programme n'ont pas augmenté au cours des 10 dernières années.

Il ne semble pas y avoir d'approche politique cohérente. Il n'y a à peu près pas d'orientation stratégique pour ce qui est du logement, et certainement aucune vision à long terme, alors on avance au gré des marées.

(Sean Gadon, directeur, Bureau du logement abordable, Ville de Toronto, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 28 mai 2009)

Faute de vision à long terme, les programmes de financement ne visent que le court terme, si bien qu'il est extrêmement difficile pour les pouvoirs publics, les organismes à but non lucratif et leurs homologues du secteur privé de fournir concrètement les logements dont le gouvernement a annoncé le financement.

Les chefs de file et les représentants aux niveaux provinciaux et local des secteurs privé, public et communautaire un peu partout au pays ont insisté sur l'importance d'un engagement de financement à plus long terme en matière de construction de logements. Ils ont tous souligné à quel point il est important d'être capable de planifier et de respecter le cycle de l'aménagement urbain dont l'engagement de fonds n'est que le point de départ.

Par exemple, le gouvernement de la Nouvelle-Écosse, dont un représentant a témoigné devant le Comité, a expliqué qu'il était maintenant « en attente », du fait que plusieurs programmes devaient arriver à échéance et a appelé à un financement à long terme dans le

but d'appuyer les programmes de logement provinciaux²³². La municipalité régionale de Halifax a présenté une recommandation du même ordre, à savoir que le financement du logement social par le gouvernement fédéral soit à la fois prévisible et durable²³³.

Plusieurs stratégies locales et provinciales visant le logement et la lutte contre l'itinérance prévoyaient également l'engagement de fonds dans la construction de logements sur une période plus longue²³⁴. Des témoins ont répété ce message au Comité :

Les gens comme moi-même au niveau municipal, les gens des organismes communautaires, mettent un temps fou à faire le tour du pays pour s'occuper de programmes qui sont tantôt fonctionnels, tantôt en suspens... Établissons donc un financement durable et prévisible, de telle sorte que nous allons pouvoir utiliser cette énergie-là à concevoir un meilleur service à la clientèle et à mieux exécuter les services.

(Phil Brown, directeur général, membre du conseil d'administration, Association canadienne d'habitation et de rénovation urbaine, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009)

[I]l est important de mettre en place un programme viable à long terme. [N]ous passons notre temps à attendre qu'on annonce un nouveau programme. On les maintient pendant un certain temps, sans savoir quelles seront les prochaines étapes. Nous avons souffert d'un secteur du développement en mode accordéon — suite de mesures provoquant l'accélération puis le freinage des activités —, ce qui a eu des effets très négatifs.

(Jill Davidson, directrice adjointe, Politique sur le logement, Ville de Vancouver, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 28 mai 2009)

Un témoin a expliqué au Comité l'approche que suit l'Australie en matière de financement des logements sociaux et de programmes de lutte contre le sans-abrisme, qui contourne les problèmes de financement à court terme malgré les complexités et la diversité des niveaux de compétence :

Dans le cadre de son système [l'Australie] — compte tenu de la répartition des pouvoirs dans la fédération et de leur situation au chapitre du logement —, elle a essentiellement établi une entente quadriennale renouvelable, la Commonwealth-State Housing Agreement, qui établit un cadre de conditions et de principes qui régiront le financement consenti par le gouvernement fédéral au chapitre du logement et de l'itinérance. Cette entente comprend des exigences précises relatives aux résultats que les États doivent obtenir, après quoi le gouvernement fédéral se retire et laisse les États — les provinces — aller de l'avant.

Pour lutter contre la discrimination dans le marché de l'habitation, il faut que l'aide juridique en matière civile soit un élément du Transfert canadien en matière de programmes sociaux.

(Steve Pomeroy, président, Focus Consulting Inc., *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009)

²³² David Ryan, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 13 août 2008.

²³³ Geri Kaiser, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 13 août 2008.

²³⁴ Par exemple, voir *Calgary's 10 Year Plan to End Homelessness*, janvier 2008; Ville d'Ottawa, *Stratégie du logement de la Ville : 2007 à 2012*, septembre 2007, p. 45,

http://www.ottawa.ca/residents/housing/housing_strategy/strategy_overview_fr.html, consulté le 23 avril 2009.

Recommandation 40

Le Comité recommande que le gouvernement fédéral appuie le travail des promoteurs immobiliers sans but lucratif locaux et provinciaux en prévoyant un horizon à plus long terme pour les programmes de logement, de manière à tenir compte des cycles d'aménagement quinquennaux et des cycles de planification décennaux, et ce dans l'optique d'une planification aux niveaux local et provincial plus efficace.

Discrimination

Le Comité a entendu de multiples témoignages, provenant de tous les groupes des minorités visibles – nouveaux arrivants, Autochtones, Canadiens de couleur au pays depuis très longtemps – sur les pratiques discriminatoires de la part de propriétaires fonciers. Cette discrimination est certes illégale, mais elle n'est pas suffisamment explicite bien souvent pour enfreindre les dispositions des lois sur les droits de la personne interdisant la discrimination. Un témoin en a donné un exemple :

[Il arrive que le propriétaire fasse] une enquête de crédit avant de louer un logement. Souvent, les personnes nouvellement arrivées n'ont pas de preuve de ce type à fournir à un locateur. Ceci est vrai pour tous les nouveaux arrivants et non pas seulement pour les femmes de couleur. Un autre exemple, on demande des références. On en a, mais peut-être pas qui vont satisfaire aux propriétaires du logement. Si le propriétaire apprend que la personne est réfugiée, par exemple, c'est encore plus difficile ou si la personne est dans une situation de sous-emploi ou d'emploi précaire avec deux, voire trois petits emplois ici et là. Si on demande des preuves de revenus et qu'on fourni des petits morceaux de je ne sais pas quoi; ce sont des barrières systémiques.

(Roberto Jovel, coordonnateur, Politiques et recherche, Ontario Council of Agencies Serving Immigrants, *Témoignages*, Comité, 1^e session, 39^e législature, 10 mai 2007)

Le Comité reconnaît qu'il peut être extrêmement difficile pour les personnes touchées par ces pratiques discriminatoires de faire valoir leurs droits devant une Commission des droits de la personne ou un tribunal chargé des conflits entre propriétaires et locataires mis sur pied à l'échelle provinciale. On considère qu'il est essentiel de prévoir une aide juridique en matière criminelle, mais il n'en va pas de même en matière civile.

Le Régime d'assistance publique du Canada, qui régissait les transferts aux provinces aux titres de l'aide sociale et des services sociaux avant 1995, prévoyait expressément que l'aide juridique en matière civile était un service pour lequel il y aurait partage des coûts. Aux termes du Transfert canadien en matière de programmes sociaux, cette référence explicite a disparu, ce qui pourrait expliquer que les gouvernements provinciaux fournissent un soutien financier moindre.

Recommandation 41

Afin d'aider les locataires victimes de discrimination sur le marché de l'habitation, le Comité recommande que l'aide juridique en matière civile soit expressément mentionnée comme élément du Transfert canadien en matière de programmes sociaux.

3.2 Pratiques prometteuses

Démarches situationnelles

Les arguments avancés en faveur d'une démarche situationnelle en matière de pauvreté peuvent également s'appliquer au logement. Le Comité a entendu des témoignages sur l'importance des particularités provinciales et locales des politiques et programmes de logement.

Les démarches les plus efficaces en matière d'offre de logements abordables ont été mises au point à l'échelon local et elles ont reçu l'aide financière du gouvernement fédéral.

Par exemple, des témoins ont expliqué l'effet des politiques locales d'aménagement des terres dans l'offre de logements :

[À l'échelle] internationale comme au pays, on retrouve de plus en plus de preuves démontrant que l'abordabilité est principalement affectée par des facteurs locaux et régionaux d'offre et de demande plutôt que par des facteurs nationaux. Même d'une province à l'autre, les facteurs qui ont une incidence sur l'abordabilité diffèrent complètement. Des facteurs comme les ressources, les changements démographiques, la population, l'augmentation de la croissance, la croissance du revenu, le climat physique, l'histoire, les ratios propriétaires-locataires, la répartition entre les zones urbaines et rurales et, tout particulièrement, les politiques locales sur l'aménagement du territoire imposent des différences considérables entre les villes, les régions et les provinces. Ce manque d'uniformité fait en sorte que les provinces ont des priorités différentes en matière de logement.

(David Snow, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009)

Le Comité a également appris de la bouche des témoins²³⁵ que les programmes fédéraux de logement péchaient par une trop grande rigidité et qu'une plus grande souplesse de la part des provinces sur le plan de la conception des programmes et des politiques donnerait de meilleurs résultats²³⁶.

En s'appuyant sur les solutions locales qu'exigent les programmes fédéraux en matière d'itinérance, des témoins ont établi un parallèle avec la nature traditionnellement plus directive des programmes de logement :

[S]i nous réfléchissons au passé et nous posons la question de savoir si nous avons réglé certains problèmes liés à l'itinérance, nous constatons que nous avons connu le succès le plus grand lorsque les collectivités ont été en mesure d'utiliser le financement offert et d'élaborer un plan balisé par certains résultats et objectifs. Une fois que tout le monde était convaincu que les plans allaient fonctionner, le financement était accordé en fonction de ces plans, de l'agencement des ressources qu'ils prévoyaient.

En ce sens, nous cessons de prescrire des solutions — parce que c'est toujours ce qui a fini par nous causer des problèmes — pour prescrire plutôt les résultats escomptés, en fonction des collectivités.

(Derek Ballantyne, *Témoignages*, Comité, 2^e session, 39^e législature, 21 novembre 2007)

²³⁵ Diane Swinemar, *Témoignages*, Comité, 1^{re} session, 39^e législature, 3 mai 2007.

²³⁶ Steve Pomeroy, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009.

Même lorsqu'ils appellent à une stratégie de logement nationale (expliquée plus en détail ci-après), des témoins ont soutenu que cette «stratégie doit être fondée sur toute l'expérience, les connaissances et l'information que nous avons acquises sur le terrain, en tant que fournisseurs de service²³⁷».

Approches fondées sur les droits

Plusieurs témoins ont expliqué que, comme pour la pauvreté, il était judicieux et important de replacer les questions de logement et d'itinérance dans le contexte des engagements en matière de droits de la personne. D'ailleurs, l'article 7 de la Charte canadienne énonce le « droit à la sécurité de la personne », dont on estime souvent qu'il comprend le logement, bien que les tribunaux ne l'aient pas interprété précisément ainsi.

Au terme des audiences de 1998, le Comité des Nations Unies a revu les réalisations du Canada au chapitre du droit à un logement décent et s'est déclaré être « profondément préoccupé de voir qu'un pays aussi riche que le Canada a laissé le problème des sans-abri et du manque de logements décents prendre une ampleur telle que les maires des plus grandes villes du pays ont fini par le déclarer catastrophe nationale²³⁸ ». Il a fait précisément allusion à la diminution du nombre de logements abordables, à la pénurie de logements adéquats pour les Autochtones et aux compressions de l'aide sociale²³⁹.

Au niveau provincial, le logement est souvent expressément mentionné dans les lois sur les droits de la personne. Au Manitoba, par exemple, le *Code des droits de la personne* interdit toute discrimination au chapitre de l'emploi, du logement et des services²⁴⁰, et, comme nous l'avons déjà mentionné, interdit toute discrimination fondée sur la source de revenu, assurant ainsi une forme de protection aux prestataires d'aide sociale sur le plan du logement. En Ontario, la législation sur les droits de la personne assure une protection contre la discrimination fondée sur le fait de recevoir des prestations d'aide sociale, mais cela s'applique uniquement au logement²⁴¹.

D'autres provinces offrent une protection semblable contre la discrimination par rapport au logement, ces droits étant fondés sur les différents motifs de discrimination qui incluent en général le sexe, la race, le handicap physique, la région ou le lieu d'origine.

Dans un article dans lequel ils comparent les droits de la personne par rapport au logement, deux auteurs australiens signalent que les protections offertes sont sommaires :

Il va sans dire que si on adopte le langage des droits de la personne pour affirmer le droit à un logement adéquat, c'est seulement une première étape, et sans doute la plus facile. Il faut maintenant que ce droit soit

²³⁷ Tim Crooks, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007.

²³⁸ CESCR, *Observations finales : Canada, 10/12/98, E/C.12/1/Add.31*, cité par Dan Nicholson, *The Human Right to Housing in Australia*, Victorian Council of Social Services, Shelter Victoria, Centre on Housing Rights and Evictions, and Women's Housing Ltd, 2004, p. 26.

²³⁹ *Ibid.*

²⁴⁰ Commission des droits de la personne du Manitoba, *Lignes directrices sur le logement*, <http://www.gov.mb.ca/hrc/francais/publications/house-f.html>, consulté le 14 avril 2008.

²⁴¹ Centre pour les droits à l'égalité au logement, Ontario's Human Rights Code, dans *Guide to Human Rights in Housing*, p. 2, <http://www.equalityrights.org/cera/docs/CERA%20-%20Overview%20of%20Code%20and%20HR%20in%20Housing%20-%20FINAL.doc>, consulté le 14 avril 2008.

*inclus dans les lois et politiques de manière à ce que le droit à un logement convenable soit appliqué au moyen de mécanismes juridiques et politiques qui en tiennent les gouvernements responsables*²⁴².

Leurs conclusions en ce qui concerne l'Australie pourraient également s'appliquer au Canada :

*Afin que le droit à un logement convenable puisse devenir un « droit » concret, réel et applicable, il faut déployer des efforts concertés et coordonnés à l'échelle locale, nationale et internationale afin d'élaborer des mesures et des normes objectives par rapport auxquelles il sera possible d'évaluer les progrès réalisés. Il faut aussi que les tribunaux et que les autres mécanismes de règlement des plaintes et de résolution des conflits cessent d'avoir peur de trancher les questions relatives aux droits économiques et sociaux de la personne et trouvent des solutions efficaces en cas de violation du droit au logement*²⁴³.

Des témoins et des auteurs de mémoires ont cité le droit au logement comme argument pour un investissement continu et accru dans le logement abordable au Canada.

Une société bienveillante est responsable de veiller à répondre aux besoins humains élémentaires de tous ses citoyens, y compris le besoin d'un refuge convenable et décent. D'un point de vue juridique, le Canada est signataire du Pacte international relatif aux droits économiques, sociaux et culturels, qui affirme le droit de chacun à un niveau de vie adéquat, y compris le logement.

(Phil Brown, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009)

Pour d'autres, un cadre axé sur les droits transfère à l'État la responsabilité qui incombait à l'individu sans logement abordable, de sorte que l'État doit s'engager à veiller à ce que chacun ait un logement décent et abordable.

Lorsqu'on aborde la question du logement selon l'approche axée sur les droits, on fait abstraction du degré de misère d'une personne; il n'y a pas lieu de se demander si la situation d'une personne qui inspire la compassion et la pitié et si son cas est plus grave que celui d'une autre personne. Le public exhorte le gouvernement, en quelque sorte, de faire preuve de bienveillance et de dire tout simplement que c'est un droit fondamental de tous les Canadiens, de reconnaître le droit international qu'il a ratifié ainsi que l'obligation fondamentale qu'ont tous les gouvernements de s'assurer que ce droit est respecté. Cela ne signifie pas nécessairement qu'il doit construire chaque logement du pays, mais il doit s'assurer que les gens ont accès au logement.

(Michael Shapcott, directeur de l'engagement communautaire de l'Institut Wellesley, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009)

Dans ses observations générales sur le logement convenable formulées au terme de sa visite au Canada en octobre 2007, le Rapporteur spécial des Nations Unies sur le logement convenable nommé par le Conseil des droits de l'homme déclare que le logement convenable est « une composante du droit à un niveau de vie suffisant », cerne des lacunes au niveau du droit au logement chez les femmes et chez les Autochtones et estime que le gouvernement fédéral n'a pas réussi à mettre en œuvre « une stratégie pancanadienne de lutte contre la pauvreté et à y consacrer les fonds nécessaires » [traduction] et que c'est l'une des

²⁴² Dianne Otto et Philip Lynch, « Housing, homelessness and human rights », *Australian Journal of Human Rights*, 2004, p. 3, <http://www.austlii.edu.au/au/journals/AJHR/2004/1.html>, consulté le 15 avril 2008. [traduction]

²⁴³ *Ibid.*, p. 6.

causes de la crise de l'itinérance²⁴⁴. Le Rapporteur a formulé des recommandations précises et larges de sens, notamment sur l'élaboration d'une stratégie nationale en matière de logement, d'une stratégie nationale en matière de lutte contre la pauvreté (ces deux stratégies devant être élaborées en collaboration avec le gouvernement provincial et s'il y a lieu avec les administrations municipales) et d'une stratégie nationale pour répondre aux besoins en logement des Autochtones²⁴⁵.

Il a également mis en lumière la valeur des approches axées sur les droits pour ce qui est de répondre aux besoins des groupes surreprésentés :

Une approche axée sur les droits mettrait d'abord la priorité sur les droits des plus vulnérables. On s'engagerait à établir des programmes et des politiques et à consacrer des fonds au principe de la non-rétrogression, c'est-à-dire qu'on ne pourrait pas faire volte-face concernant les réalisations passées. Ça signifierait qu'on adopterait une approche indivisible à l'égard des droits de la personne. Ce n'est pas acceptable de mettre en danger son droit à l'alimentation parce que le loyer ou l'hypothèque sont trop élevés.

(Miloon Kothari, ancien Rapporteur spécial sur le logement convenable, Conseil des droits de l'homme des Nations Unies, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 8 mai 2008)

Parmi ces groupes surreprésentés, plusieurs ont estimé qu'une approche axée sur les droits améliorerait leur situation. Par exemple, l'Association nationale d'habitation autochtone (ANHA) a expliqué que des instruments portant sur les droits de la personne ne visant pas expressément les Autochtones étaient à l'origine du droit au logement des peuples autochtones.

L'ANHA est d'avis que le droit au logement de tous les peuples autochtones est issu du Pacte international relatif aux droits économiques, sociaux et culturels adopté par l'Assemblée générale des Nations Unies le 16 décembre 1966, de la Déclaration universelle des droits de l'homme (Nations Unies, 1948) et des conventions de l'Organisation internationale du travail qui portent sur les droits sociaux et économiques, notamment le droit au logement²⁴⁶.

Dans la section précédente du présent rapport, le Comité a recommandé qu'on reconnaisse davantage les obligations du Canada relativement aux droits internationaux de la personne.

Programme d'aide à la remise en état des logements (PAREL)

Que ce soit au fil des témoignages ou à l'occasion de ses visites sur place, le Comité a pu se rendre compte de l'état pitoyable dans lequel se trouvent l'essentiel des logements locatifs offerts sur le marché privé, même lorsque le loyer est deux fois plus élevé que ce que prévoit l'allocation de logement. Tel qu'indiqué ci-dessus, lorsque l'on a demandé aux clients des agences ce que les pouvoirs publics pouvaient faire pour améliorer les choses, la plupart ont répondu qu'une des priorités serait de respecter les normes du bâtiment. Bien que

²⁴⁴ Nations Unies, *United Nations Expert on Adequate Housing Calls for Immediate Attention to Tackle National Housing Crisis in Canada*, communiqué de presse, <http://www.unhcr.ch/hurricane/hurricane.nsf/view01/90995D69CE8153C3C1257387004F40B5?opendocument>, consulté le 18 octobre 2009.

²⁴⁵ *Ibid.*

²⁴⁶ Association nationale de l'habitation autochtone, *A Time for Action: A National Action Plan to Address Aboriginal Housing*, juin 2009, p. 4. [traduction]

l'établissement et l'application de ces normes ne soit pas du ressort du gouvernement fédéral, le Programme d'aide à la remise en état des logements (PAREL) joue pour beaucoup dans l'entretien des logements loués ou appartenant à des particuliers.

La Fédération canadienne des municipalités (FCM) estime que le PAREL est un élément d'une importance cruciale dans le plan d'action national sur le logement et l'itinérance qu'elle propose :

Le Programme d'aide à la remise en état des logements (PAREL) a démontré son efficacité pour améliorer l'état des immeubles vieillissants à propriété privée tout en assurant le contrôle des loyers (le prêt est conditionnel à un contrôle des loyers)²⁴⁷.

Bien qu'il ait fait ses preuves, le programme est toujours de durée limitée et doit être renouvelé toutes les quelques années. Les stratégies de logement locales ont permis d'établir qu'il fallait rendre ce programme permanent²⁴⁸. Le Comité a également compris que le programme permet de maintenir la qualité du logement pour les groupes particulièrement désavantagés :

[L]es politiques du gouvernement fédéral dans le domaine des logements à louer, en particulier le Programme d'aide à la remise en état des logements ... joueront un rôle déterminant sur ce qu'il adviendra de la qualité des logements des collectivités d'immigrants de Montréal, parce que celles-ci dépendent, dans une très large mesure, des logements privés à louer qui se trouvent dans le parc actuel. Nous avons un gros problème de qualité de logements à Montréal, et la situation va s'aggraver si ces subventions ne sont pas renouvelées.

(Damaris Rose, professeure, Géographie urbaine et sociale, Institut national de la recherche scientifique, Centre Urbanisation Culture Société, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009)

Dans le même temps, le Comité a appris que l'admissibilité au PAREL était parfois limitée par la cherté des réparations dans certains centres urbains, comme Vancouver²⁴⁹, et la FCM a recommandé que le programme soit élargi de manière à comprendre les coûts liés à la conversion d'immeubles pour en faire des logements loués à des ménages à faibles revenus²⁵⁰. Dans son rapport sur la pauvreté en milieu rural, publié en 2008, le Comité sénatorial appelait également à des bonifications des programmes de réparation des logements publics, dont bon nombre font partie du PAREL, afin de contribuer à réduire la pauvreté dans les régions rurales, et un engagement d'au moins cinq ans envers le PAREL²⁵¹.

Le soutien fédéral à la rénovation résidentielle (propriété ou location) reçoit un vaste appui, mais il doit être garanti afin d'éviter qu'il ne soit annulé après quelques années.

²⁴⁷ Fédération canadienne des municipalités, *Soutenir l'élan : Recommandations pour un plan d'action national en matière de logement et d'itinérance*, 23 janvier 2008, p. 16, <http://www.fcm.ca/CMFiles/hstrat-f1STR-2242008-1694.pdf>, consulté le 28 août 2009.

²⁴⁸ Par exemple, Ville d'Ottawa, *Stratégie du logement de la ville: 2007 à 2012*, p. 40.

²⁴⁹ Metro Vancouver, *Affordable Housing Strategy*, 2007, p. 9.

²⁵⁰ FCM, *Soutenir l'élan*, p. 16.

²⁵¹ Comité sénatorial permanent de l'agriculture et des forêts, *Au-delà de l'exode*.

Recommandation 42

Le Comité recommande que le gouvernement fédéral élargisse le Programme d'aide à la remise en état des logements à titre de programme permanent, qu'il en augmente les allocations budgétaires et qu'il modifie les conditions d'admissibilité afin de tenir compte des différences de coût des réparations selon les collectivités au Canada et des projets de conversion des logements en locations abordables.

Initiative en matière de logement abordable

En 2001, les ministres du logement fédéral, provinciaux et territoriaux ont convenu de certains principes généraux qui sous-tendraient des accords bilatéraux sur le logement en vue de transferts de fonds fédéraux. L'Initiative en matière de logement abordable, une première étape annoncée cette même année, visait à accroître le parc de logements locatifs, tant par la construction, la conversion ou la rénovation d'habitations, ouvrant droit à une contribution fédérale pouvant aller jusqu'à 25 000 \$ par unité. Une deuxième étape, annoncée en 2003, autorisait une contribution fédérale maximale de 75 000 \$ par logement, et ciblait plus particulièrement la population à faible revenu. Aux termes de cette initiative, les gouvernements provinciaux ou territoriaux devaient prélever sur leurs propres budgets une contribution équivalente à la participation fédérale.

Des témoins d'un peu partout au pays et des particuliers connaissant des difficultés sur le plan du logement et du revenu ont expliqué aux membres du Comité que le logement social était le meilleur moyen d'assurer un logement abordable dans les villes canadiennes. La bonification des ententes bilatérales conclues avec les gouvernements provinciaux prévues au budget de 2009 répond précisément à la recommandation de plusieurs de nos témoins comme réponse à la crise économique, surtout dans les grandes villes.

Les dépenses en logement abordable sont bien fondées sur le plan économique. Elles permettent de stimuler de façon ciblée le secteur de la construction. C'est une façon de s'assurer qu'on est en meilleure posture à la fin de la récession par rapport au début. Les dépenses en logement abordable se défendent sur le plan économique, social et durable.

(Roger Gibbins, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 2 avril 2009)

D'autres témoins nous ont rappelé le visage humain des nouveaux logements sociaux :

Cette année, environ 2 500 personnes à faible revenu auront une nouvelle vie grâce à la création de 1 000 nouveaux logements abordables à Toronto, rendue possible grâce à des investissements fédéraux dans le cadre du programme de logements abordables.

(Sean Gadon, Comité, 2^e session, 39^e législature, 6 mars 2008)

Le Comité a formulé des recommandations au sujet de l'extension et de l'augmentation de ces investissements au début de la présente section.

Fonds fiduciaires pour le logement

Afin de répondre à des difficultés particulières à court terme, le gouvernement fédéral peut recourir à une fiducie pour transférer des fonds, en règle générale, à une institution financière indépendante (le fiduciaire) qui les détient à l'intention d'un gouvernement provincial ou

territorial (le bénéficiaire) pendant un court laps de temps ou une période établie d'avance²⁵². Les provinces et les territoires confirment par écrit et publiquement qu'ils s'engagent à l'égard de la fiducie et qu'ils en comprennent les objectifs. Les fiducies sont régies par des principes directeurs non exécutoires selon lesquels les provinces sont responsables auprès de leurs résidents de la façon dont les fonds sont dépensés et des résultats obtenus²⁵³.

Afin de répondre à la pénurie de logements abordables et contribuer au financement nécessaire à la construction de ce type de logements, le gouvernement fédéral a créé en 2006 une fiducie pour le logement abordable sur trois ans²⁵⁴. Tout en laissant les coudées franches aux provinces, les principes directeurs de la fiducie suggéraient à ces dernières de dépenser les fonds pour la construction de nouveaux logements locatifs abordables et d'accroître l'offre de logements de transition et supervisés²⁵⁵. Les principes directeurs stipulaient que : « le nouveau financement n'est pas destiné à financer les coûts d'opération des logements sociaux existants, à payer pour des suppléments au loyer ou à remplacer des investissements provinciaux et territoriaux dans le logement abordable²⁵⁶ ». Les provinces ont été encouragées à rendre des comptes à leurs citoyens et à reconnaître les contributions du gouvernement fédéral en matière de logements construits avec des fonds provenant de la fiducie pour le logement abordable²⁵⁷.

Des représentants des ministères concernés ont précisé au Comité les montants dont s'assortissaient les trois fiducies de cet ordre créées en 2006 : 800 millions de dollars pour la fiducie pour le logement abordable en général, 300 millions de dollars pour la fiducie pour le logement dans le Nord et 300 millions de dollars pour la fiducie pour le logement des Autochtones²⁵⁸.

Le Comité a remarqué que certains témoins se demandaient si tous les fonds prévus dans le cadre de ce programme atteignaient l'objectif visé²⁵⁹.

[Vu] surtout que nous en sommes à la dernière phase de financement des fonds en fiducie, chacune des provinces présente sa propre liste de programmes et essaie toutes sortes de choses. Dans certains cas, elles touchent la cible et dépensent probablement très bien leur argent, c'est-à-dire notre argent; dans d'autres cas, pas du tout. Les programmes en question ne font pas toujours l'objet d'une évaluation. Cela n'est pas obligatoire. Les gouvernements provinciaux doivent rendre des comptes non pas au gouvernement fédéral, mais bien à leurs électeurs.

(Sharon Chisholm, *Témoignages*, Comité, 2^e session, 39^e législature, 21 novembre 2007)

²⁵² Vérificateur général du Canada, *Rapport à la Chambre des communes*, décembre 2008, chapitre 1, p. 14-15.

²⁵³ *Ibid.*

²⁵⁴ Ministère des finances, *Financement ponctuel versé aux provinces et aux territoires*, 8 octobre 2006, http://www.fin.gc.ca/n06/data/06-048_1-fra.asp.

²⁵⁵ Ministère des finances, *Fiducie pour le logement abordable – Principes directeurs*, 2006.

²⁵⁶ *Ibid.*

²⁵⁷ *Ibid.*

²⁵⁸ Sharon Matthews, *Témoignages*, Comité, 1^{re} session, 39^e législature, 26 avril 2007.

²⁵⁹ Voir l'exposé des questions de responsabilité liées aux transferts intergouvernementaux à la section 6.

Le Comité a recommandé l'extension et l'élargissement de ces programmes au début de la présente section et il a formulé des recommandations concernant la reddition de comptes dans la section 6.

Appui à l'accession à la propriété

Le gouvernement fédéral appuie depuis longtemps l'accession à la propriété, par le truchement essentiellement de l'assurance-vie hypothécaire qu'offre la SCHL. Selon un analyste, ce soutien fédéral, qui a vu le jour dans les années 1940, a permis de maintenir le ratio d'accession à la propriété aux deux tiers. Selon lui:

Pour ce qui est des programmes et de la politique du logement, le gouvernement canadien a essentiellement déployé ses efforts dans le domaine de l'accession à la propriété. L'État n'a jamais été neutre sur le plan du mode d'occupation, c'est-à-dire qu'il n'a pas cherché à aider également les propriétaires et les locataires. Dans le cadre des politiques axées sur la propriété, les propriétaires fonciers ont pu bénéficier de divers programmes d'aide fédéraux au fil des années, comme le Programme d'aide pour l'accession à la propriété, le Programme canadien d'encouragement d'accession à la propriété, le Régime enregistré d'épargne-logement et le Programme de protection des taux hypothécaires²⁶⁰.

Avantages stratégiques et autres considérations

Il est généralement admis que la propriété contribue à la stabilité des ménages et des collectivités, l'entretien des logements et assure une meilleure qualité de vie²⁶¹. Par ailleurs, les politiques publiques misent souvent, dans le domaine du logement, sur la notion de continuum, qui va, à une extrémité, du refuge d'urgence à, à l'autre extrémité, la propriété dans le meilleur des cas, en passant par le logement provisoire puis la location²⁶². De même, à en croire un sondage mené auprès des ménages canadiens à propos de la qualité de vie dans les villes, les familles plus instruites, ayant un revenu plus élevé et propriétaires plutôt que locataires se disent plus satisfaites de leur vie²⁶³.

Dans le même temps, le secteur privé appuie l'accession à la propriété, pour soutenir les promoteurs et les constructeurs et pour réduire les dépenses publiques nécessaires à la fourniture de logements décents et abordables. Par exemple, dans son appel à une stratégie nationale en matière de logement, le Toronto Board of Trade a inscrit l'accession à la propriété à prix abordable dans les programmes à appuyer²⁶⁴; le groupe de travail albertain sur le logement et l'itinérance en arrive aux mêmes conclusions dans un récent rapport²⁶⁵.

²⁶⁰ J. David Hulchanski, *Canada's Dual Housing Policy*, p. 2.

²⁶¹ Duncan Maclennan, « Trunks, Tails and Elephants: The Economic Case for a Modern Housing Policy », p. 13; *4th Annual Demographia International Housing Affordability Survey: 2008 Ratings for Major Urban Markets*, Frontier Centre for Public Policy, 2008, p. 2; City of Toronto, *Housing Opportunities Toronto 2008-2018*, 2008, p. 6.

²⁶² Par exemple, *Housing First: An Investment with a Return in Prosperity*, Report of the Alberta Affordable Housing Task Force, mars 2007, p. 13.

²⁶³ Survol national des conclusions d'une enquête nationale portant sur la qualité de vie dans les collectivités canadiennes, rapport soumis à Infrastructure Canada (Secrétariat chargé des villes), 2005.

²⁶⁴ Toronto Board of Trade, *Affordable, Available, Achievable: Practical Solutions to Affordable Housing Challenges*, 2003, p. 10.

²⁶⁵ *Housing first*, p. 4.

Les mesures visant à rendre abordable l'accès à la propriété sont centrées sur plusieurs objectifs de politique publique, notamment la stimulation macroéconomique²⁶⁶, la revitalisation des quartiers²⁶⁷, la constitution d'un patrimoine pour les Canadiens à faible revenu²⁶⁸ et la participation accrue des femmes à la population active²⁶⁹. Il semblerait aussi que l'accès à la propriété constitue un bon investissement pour les familles, même les ménages à bas revenu²⁷⁰.

Plusieurs considérations stratégiques entrent également en jeu lorsqu'il s'agit d'établir si et comment il faut répartir les fonds destinés aux programmes d'accès à la propriété foncière. Par exemple, les programmes d'accès à la propriété s'adressent manifestement presque tous à des familles dont le revenu est suffisant pour assumer un emprunt hypothécaire même à coût réduit. En général, ces programmes visent donc les plus riches des pauvres²⁷¹.

Quoi qu'il en soit, le Comité s'est fait dire qu'un appui à l'accès à la propriété serait utile à certains des groupes les plus vulnérables, notamment les peuples autochtones :

[N]ous ne pouvons pas mettre l'accent seulement sur l'itinérance. Nous devons songer à la propriété, au moyen que chacun ait un endroit où vivre pour ne pas avoir à être aussi mobile. Nous avons des gens qui se débrouillent bien, qui travaillent bien et gagnent un salaire convenable. Il subsiste néanmoins des obstacles à la propriété.

(Jocelyn Formsma, agente de programme, Association nationale des centres d'amitié, *Témoignages*, Comité, 1^{re} session, 39^e législature, 10 mai 2007)

Les provinces offrent toutes des programmes d'accès à la propriété sous une forme ou sous une autre²⁷², mais on peut se demander si c'est la meilleure façon d'appuyer l'accès à la propriété de logements abordables à même les deniers publics, étant donné que le groupe de bénéficiaires est restreint²⁷³. Cette considération gagnera en importance à mesure que les locations abordables se raréfieront.

²⁶⁶ Ian Skelton, Cheryl Selig et Lawrence Deane, *Social Housing, Neighbourhood Revitalization and Community Economic Development*, Centre canadien de politiques alternatives, 2006, p. 4.

²⁶⁷ Ian Skelton et coll., *Understanding Housing and Neighbourhood Dynamics: An Analysis of Housing Strategies in the Daniel McIntyre and St. Matthews Neighbourhoods*, Winnipeg, Understanding Housing and Neighbourhood Dynamics project report, 2006, p. 1; et T. Williams, « Canada-Nova Scotia Affordable Housing Agreement », *Affordable Housing Handbook: Affordable Housing Programs in the Halifax area*, Municipalité régionale d'Halifax, 2005, p. 11.

²⁶⁸ *Politiques et pratiques en matière de logement dans un contexte de pauvreté et d'exclusion* – Rapport de synthèse, Projet de recherche sur les politiques, 2005, p. 18.

²⁶⁹ Laura C. Johnson et Allison Ruddock, *La création de capacités : accroître la participation des femmes à la vie économique par le logement*, Condition féminine, 2000, p. 87.

²⁷⁰ Michael Mendelson, *Building Assets Through Housing*, Caledon Institute of Social Policy and Association canadienne d'habitation et de rénovation urbaine, 2006, p. 36.

²⁷¹ *Politiques et pratiques en matière de logement dans un contexte de pauvreté et d'exclusion*.

²⁷² Yvon Chouinard et Robert Gagnon, *Inventaire des programmes provinciaux et territoriaux en habitation au Canada*, Société d'habitation du Québec, 2007, p. 12.

²⁷³ Voir, par exemple, Skelton et coll., p. 7; Hulchanski, p. 3; et Mendelson (2006), p. 7.

Seuls certains des modèles d'accèsion à la propriété décrits ici maintiennent un caractère d'abordabilité, en raison des conditions qui leur sont associées pour ce qui est du moment et du prix de revente. Dans les modèles qui ne maintiennent pas ce caractère, l'aide est uniquement accordée au premier ménage qui achète l'unité; et les autres modèles nuisent à l'objectif de constitution de patrimoine en limitant l'appréciation du bien issue des forces du marché.

Enfin, certains analystes ont fait valoir que la préférence donnée à la propriété par rapport à la location favorise les nantis par rapport aux pauvres et encourage l'étalement urbain et l'abandon de certaines collectivités urbaines. Une évaluation détaillée des coûts et des avantages financiers de la propriété foncière pour les Canadiens à faible revenu donnerait à penser que cela ne constitue pas forcément pour eux la meilleure façon d'employer leurs ressources²⁷⁴.

Modèles d'accèsion à la propriété à prix abordable

Il y a pratiquement autant de modèles d'accèsion à la propriété à prix abordable pour les ménages à revenu faible ou modeste qu'il y a de programmes. Beaucoup, mais pas tous, supposent l'intervention des pouvoirs publics au niveau municipal, provincial ou fédéral, ainsi que celle d'organismes à but non lucratif œuvrant notamment dans l'immobilier et la construction.

L'appui à l'accèsion à la propriété est rarement accordé à des personnes à faible revenu, mais il est très utile aux personnes à revenu modeste, et le gouvernement fédéral devrait l'offrir sur une base permanente.

Dans les collectivités où se trouvent des logements abordables, parfois délabrés (souvent au centre-ville), des partenariats créatifs ont participé à l'achat et à la rénovation de logements, souvent pour un coût minime, puis aidé les ménages à revenu faible à obtenir le financement nécessaire pour les acheter. Dans certains cas, ces programmes ont permis d'entreprendre les travaux avec un investissement initial seulement, sans faire appel à des subventions constantes. Cette situation a changé dans certains quartiers et pourrait changer dans d'autres, l'offre de ce type de logements étant moindre.

Le Housing Ownership Partnership de Winnipeg, qui reçoit un financement de quatre sources, soit Consommation et Corporations Manitoba, le Winnipeg Development Agreement Home Equity Program, le Winnipeg Real Estate Board et le Programme Logement et Sans-abri de Winnipeg en est un exemple²⁷⁵. S'il était possible par le passé de recouvrer ses coûts en vendant les logements rénovés à un prix raisonnable (de 89 900 \$ à 139 900 \$)²⁷⁶, la montée des prix et des coûts a rendu la chose moins facile. Pour que les

²⁷⁴ Mendelson (2006), p. 36.

²⁷⁵ Skelton et coll., p. 10.

²⁷⁶ *Affordable Housing Ownership*, <http://www.zappiagroup.com/programs.php>, consulté le 19 octobre 2009.

ménages à revenu moyen (ne dépassant pas 49 999 \$) puissent se permettre d'acheter leur logement, il faut subventionner chaque unité à hauteur de 10 000 \$ environ²⁷⁷.

Le Home Ownership Affordability Partnership, à Hamilton (Ontario), en est un autre exemple. Dans ce modèle, des courtiers en immeuble bénévoles fournissent, en collaboration avec un établissement local, une formation dans les métiers de la construction, de sorte que les rénovations sont d'un coût modique et que les étudiants obtiennent une formation très concrète²⁷⁸. Les acquéreurs sont des prestataires d'aide sociale qui participent à la sélection, à la conception et à la rénovation des logements, mettant ainsi la main à la pâte et réduisant d'autant les coûts, si bien qu'ils peuvent obtenir un emprunt hypothécaire sans mise de fonds. Sont partenaires dans ce programme la REALTORS Association of Hamilton-Burlington, la Ville de Hamilton, la Banque Scotia et Threshold School of Building.

Ce type de logement n'existant plus ou étant devenu hors de portée dans bien des villes, et il n'a d'autre choix que de bâtir les logements abordables, généralement sous forme de copropriétés ou de maisons en rangée à surface invariable. Là aussi, les modèles varient.

La Centretown Affordable Housing Development Corporation²⁷⁹, filiale de la Centretown Citizens (Ottawa) Corporation, offre également un programme misant sur de nouvelles constructions. Ce dernier fonctionne sans subvention de l'État et fait appel, dans un complexe neuf, à l'interfinancement d'un certain pourcentage d'unités grâce à la vente d'autres unités.

À Vancouver, Vancity Entreprises a créé un mécanisme juridique appelé Accord de contrôle de la revente pour offrir des logements abordables à leur premier propriétaire et à leurs successeurs. L'entreprise construit ces logements avec l'aide de partenaires locaux²⁸⁰. Selon l'accord conclu entre les acheteurs et Vancity Entreprises, le prix d'achat et le prix de revente sont inférieurs de 20 % à la valeur marchande d'un logement comparable. L'avoir du propriétaire augmente au même rythme que le taux du marché, et les acheteurs suivants peuvent bénéficier de ce rabais de 20 %. Pour pouvoir offrir des logements à des prix inférieurs de 20 % à leur valeur marchande et maintenir la rentabilité des contributions des partenaires locaux, Vancity Entreprises utilise une combinaison de facteurs, comme la conception, l'emplacement et les procédés de construction.

Les propriétaires s'engagent par contrat à ne pas louer leur logement, si bien que les logements sont toujours occupés par leur propriétaire, sauf entente spéciale. Les acheteurs ne doivent répondre à aucun critère sur le plan du revenu. Vancity Entreprise a reproduit ce modèle une fois le premier projet terminé, le projet Verdant à l'Université Simon Fraser.

²⁷⁷ *Housing Opportunity Partnership Fund – Winnipeg, Manitoba*, Étude des fonds fiduciaires pour le logement, Société canadienne d'hypothèques et de logement, http://www.cmhc-schl.gc.ca/fr/inpr/afhoce/tore/afhoid/fite/hotrifu/hotrifu_006.cfm#full, consulté le 19 octobre 2009.

²⁷⁸ Renseignements tirés de *Home Ownership Affordability Partnership*, site de Inform Hamilton, <http://www.inform.hamilton.ca/details.asp?RSN=70820&PrintMd=on&>, consulté le 19 octobre 2009.

²⁷⁹ Renseignements tirés du site Web de l'organisation, <http://www.cahdco.ca/>, consulté le 19 octobre 2009.

²⁸⁰ Dan Paris, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 5 juin 2008.

En Saskatchewan, l’Affordable New Home Development Foundation, organisme à but non lucratif, a pour mission d’informer et d’aider les familles et les particuliers désireux d’acheter leur première maison mais dont le revenu annuel par ménage ne dépasse pas 52 000 \$. Ce segment a peu de possibilité d’acheter un premier logement. Ce groupe, qui comprend les ménages à deux salaires minimums, n’a pas les 70 000 \$ ou 110 000 \$ nécessaires pour combler l’écart entre un prêt hypothécaire raisonnable sur 25 ou même 40 ans et le prix moyen d’une première maison, qui se situe aux alentours des 250 000 \$²⁸¹. La fondation offre des mécanismes permettant de maintenir le prix d’une première maison à un bas niveau et d’en aider les acheteurs. L’information sur l’accession à la propriété et sur les possibilités de financement constitue un volet important de cette aide.

Options for Homes²⁸², organisme sans but lucratif de Toronto qui construit des condominiums à prix abordable et auprès duquel le Comité a effectué une visite, est décrit plus loin.

Le Comité reconnaît l’utilité de ces programmes, mais il croit comprendre que ceux-ci s’adressent à un segment relativement mince de la population.

Le gouvernement du Canada, a, par l’entremise de la Société canadienne d’hypothèques et de logement, divers programmes pour aider les personnes qui ont besoin d’un logement abordable et décent. Toutefois, lorsque nous examinons les niveaux de revenu qui leur donnent droit à une aide, il devient évident que ces personnes n’ont tout simplement pas les moyens d’acheter un logement.

(Clifford Lee, maire, Ville de Charlottetown, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 18 août 2008)

Le Comité félicite le gouvernement fédéral d’avoir adopté une approche intégrant les programmes d’accession à la propriété à prix abordable pour les ménages à revenu faible ou moyen susceptible d’être financés au titre d’ententes sur le logement conclues avec les provinces. Par ailleurs, le Comité croit que les modèles en question pourraient profiter à d’autres collectivités et mériteraient peut-être le soutien fédéral pour être reproduits. La dernière section du présent rapport contient une recommandation plus détaillée à cet effet.

Allocations de logement

Pour certains témoins, les allocations de logement qu’accordent actuellement certaines provinces permettent véritablement d’accroître l’abordabilité des logements locatifs. Plus précisément, les subventions versées aux particuliers en fonction du revenu et des coûts réels du logement sont plus efficaces et moins onéreuses que les subventions négociées avec les

Les suppléments au loyer versés aux particuliers constituent le moyen le plus rapide de rendre le logement abordable, plus particulièrement dans les collectivités ayant de faibles taux d’inoccupation.

²⁸¹ Keith Hanson, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 5 juin 2008.

²⁸² Renseignements tirés de Options for Homes, *The Key to Home Ownership for Everyone: Frequently Asked Questions* 2002 et Sarah Barmak, *Affordable Housing: Making ownership an option*, Toronto Star, 15 mars 2008, <http://www.thestar.com/article/339512>, consulté le 19 octobre 2009.

propriétaires fonciers²⁸³. Ces allocations permettent de régler rapidement un problème :

[O]n peut intervenir plus rapidement [que pour construire un logement]. Par exemple, nous menons un projet pilote à Toronto depuis quelques années dans le cadre duquel un ménage qui consacre plus de 50 % de son revenu au loyer est admissible à une allocation de logement. Nous disposons de très peu de fonds pour ce type d'aide, mais cette allocation vient en aide non seulement aux personnes qui ont un problème de logement, mais aussi un problème d'argent. À court terme, dans un marché locatif ayant un certain taux d'inoccupation, les allocations de logement peuvent s'avérer très efficaces.

(Sean Gadon, *Témoignages*, Comité, 2^e session, 39^e législature, 6 mars 2008)

Le Comité a toutefois compris que le simple fait d'augmenter les allocations de logement ou les subventions versées aux particuliers en dehors des programmes d'assistance sociale n'est pas une panacée :

Si vous augmentez l'allocation au logement que vous fournissez, les loyers augmentent tous à la hauteur de cette somme, au taux minimal, et les autres personnes qui vivent dans la pauvreté, les travailleurs à faible revenu, peuvent se retrouver à payer un loyer plus élevé. C'est un problème que les gouvernements provinciaux ont du mal à régler.

(Aisling Gogan, directrice, Stratégie de réduction de la pauvreté, ministère des Ressources humaines, du Travail et de l'Emploi de Terre-Neuve-et-Labrador, *Témoignages*, Comité, 1^{re} session, 39^e législature, 17 juin 2007)

La Fédération canadienne des associations de propriétaires immobiliers, défenseur des allocations de logement transférables aux particuliers, estime que cette crainte n'est qu'un mythe, puisque, tant en Colombie-Britannique, au Manitoba qu'au Québec où de tels programmes existent, il n'y a pas eu d'inflation des loyers que ce soit pour les bénéficiaires ou pour le marché du logement dans son ensemble²⁸⁴.

Recommandation 43

Le Comité appuie l'utilisation de suppléments au loyer comme moyen de hâter l'accès à des logements abordables et il recommande que le gouvernement fédéral, aux côtés des autorités provinciales chargées du logement, d'associations privées de propriétaires fonciers et de fournisseurs de logements à but non lucratif, évalue l'incidence des allocations de logement transférables sur les loyers.

Stratégies de logement

Pendant toute la durée l'Initiative en matière de logement abordable, de nombreux gouvernements provinciaux ont élaboré des stratégies du logement qui sont décrites à l'annexe 4 du présent rapport, avec des approches plus locales.

²⁸³ Marion Steeles (2009), p. 5-6.

²⁸⁴ Fédération canadienne des associations de propriétaires immobiliers, *Portable Housing Allowances – Facts and Recommendations*, septembre 2008, p. 3, http://www.cfaa-cfapi.org/pdf/CFAA_Portable_housing_allowances_facts_0809.pdf, consulté le 27 août 2009.

Bon nombre de témoins ont appelé à une stratégie de logement nationale²⁸⁵, alliée à une stratégie sur l'itinérance ou autonome. De nombreuses variantes ont été proposées, notamment celle qui suit, qui représente une approche intégrée :

Une stratégie nationale en matière de logement axée sur un éventail d'options de logement allant du logement social à l'accès à une propriété abordable aidera les familles à bâtir leur avenir tout en assurant des propriétés prospères²⁸⁶.

La Fédération canadienne des municipalités et plusieurs de ses villes membres ont témoigné devant le Comité, présentant une proposition détaillée sur le rôle du fédéral dans le logement, notamment en matière d'élaboration d'une stratégie nationale. Lors de son témoignage, un représentant de la Fédération a exprimé clairement en quoi devait consister le leadership du gouvernement fédéral :

[L]e gouvernement fédéral a un rôle à jouer. Il ne s'agit pas simplement d'injecter des fonds pendant cinq ans puis disparaître. Nous espérons que tous les ordres de gouvernement uniront leurs efforts. Ce partenariat doit être formé à l'instigation du gouvernement fédéral, car c'est une question nationale.

Anne Marie deCicco-Best

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(Anne Marie deCicco-Best, mairesse de London, Ontario, représentant le Groupe de travail sur le logement, Fédération canadienne des municipalités, *Témoignages*, Comité, 2^e session, 39^e législature, 6 mars 2009)

Le Comité s'est également rendu compte, au vu des témoignages et lors de ces visites sur place, qu'il fallait de toute urgence se concentrer sur le logement abordable pour les populations autochtones vivant en milieu urbain. Plusieurs témoins ont recommandé une stratégie du logement propre aux Autochtones, qui soit reliée ou non à une stratégie nationale plus large²⁸⁷.

Une telle stratégie pourrait s'inscrire dans une autre proposition présentée au Comité, aux termes de laquelle le gouvernement fédéral mettrait en commun tous les fonds qu'il consacre actuellement au logement, notamment au titre du PAREL et de l'itinérance (voir la section suivante, qui en traite de façon plus détaillée) :

Le Comité recommande que le gouvernement fédéral, en collaboration avec tous les partenaires, adopte une stratégie nationale de logement et de lutte contre l'itinérance qui tient notamment compte des besoins en matière de logement des Autochtones en milieu urbain.

²⁸⁵ Voir, par exemple, Anna Hunter, *Témoignages*, Comité, 1^{re} session, 39^e législature, 13 juin 2007; Jan Donio, *Témoignages*, Comité, 1^{re} session, 39^e législature, 14 juin 2007.

²⁸⁶ Hamilton Roundtable for Poverty Reduction, *Une stratégie nationale de réduction de la pauvreté*, mémoire au Sous-comité sénatorial sur les villes, 2^e session, 39^e législature, 3 juin 2009, p. 7.

²⁸⁷ Miloon Kothari, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 8 mai 2008; Verna Pawis Tabobondung, *Témoignages*, Comité, 1^{re} session, 39^e législature, 10 mai 2007.

Nous estimons qu'il est nécessaire de créer un programme de logement global et coordonné afin de mettre en commun les ressources du gouvernement fédéral et des autres partenaires. Nous recommandons de lancer un seul appel de propositions chaque année pour répondre à toute la gamme des besoins en matière de logement — services aux sans-abri, rénovation, projets d'immobilisations, et cetera.

(Jill Davidson, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 28 mai 2009)

Recommandation 44

Le Comité recommande que le gouvernement fédéral, en collaboration avec les gouvernements provinciaux, les représentants des municipalités, les organismes des Premières nations et autres fournisseurs de logement, élabore une stratégie nationale de logement et de lutte contre l'itinérance qui comporterait :

- **des priorités établies par et pour chaque province et territoire concernant les besoins existants en matière de logement abordable et sûr;**
- **un engagement financier sur 10 ans de la part du gouvernement fédéral, couplé à des engagements analogues des provinces et territoires qui recevront ces fonds;**
- **la présentation de rapports annuels sur l'affectation des fonds et, surtout, sur le nombre de personnes logées qui ne pouvaient se permettre un logement sûr sur le marché privé;**
- **un objectif précis, assorti de cibles et d'engagements financiers, pour répondre aux besoins en logement abordable des peuples autochtones vivant en milieu urbain;**
- **un processus simplifié et plus intégré pour la demande de fonds, commun à divers programmes liés au logement et financés au niveau fédéral;**
- **l'intégration de la Stratégie des partenariats de lutte contre l'itinérance, pourvue d'un mandat et d'un budget élargis, pour appuyer les plans locaux de logement et de lutte contre l'itinérance combinés et les initiatives s'y rattachant;**
- **une évaluation complète à la fin du cycle de 10 ans pour établir les réalisations et les lacunes restantes.**

D'autres recommandations détaillées concernant l'itinérance sont exposées dans la prochaine section du présent rapport.

Initiatives locales

Le Comité s'est intéressé tout particulièrement aux possibilités de logement pour tous ceux qui ont un faible revenu. Comme il l'a déjà dit, les initiatives locales sont un moyen unique de répondre aux besoins là où ils se trouvent et d'offrir un programme ou un service adapté. Les membres du Sous-comité ont eu le privilège de visiter diverses solutions de logement pour les faibles revenus. On leur a dit, lors de ces visites et à l'occasion des témoignages, que le logement est inabordable pour les faibles revenus, surtout ceux qui vivent d'aide sociale. En l'absence de stratégie nationale de logement et de lutte contre l'itinérance, comme celle qui est recommandée ci-dessus, les initiatives locales permettent de combler les lacunes sur le marché du logement abordable.

Des membres du Sous-comité se sont rendus chez les fournisseurs de logement suivants, qui offrent chacun à leur façon des solutions de logement abordable dans la collectivité :

- Regent Park Revitalization²⁸⁸, Toronto, Ontario
- Gabriel House Corporation, Regina, Saskatchewan
- Supportive Housing for Young Mothers²⁸⁹, Halifax, Nouvelle-Écosse
- Options for Homes²⁹⁰, Toronto, Ontario

Le logement, un point de départ

Des témoins ont expliqué au Comité que le logement est souvent le meilleur point de départ, la base à partir de laquelle il est possible d'avoir accès aux autres services qui permettent d'échapper à l'exclusion. C'est certainement le cas des femmes qui ont trouvé un foyer au Supportive Housing, à Halifax en Nouvelle-Écosse. Pendant la visite de ce logement, les membres du Sous-comité se sont entretenus avec les résidentes de cette ancienne école rénovée : il s'agit d'adolescentes-mères qui n'ont pas un soutien familial suffisant et dont beaucoup ont échappé à des relations de violence. Un logement assorti d'un soutien sur place, y compris des programmes autodéfinis et la participation régulière à la vie de la collectivité, permettent à ces mères adolescentes de prendre confiance en elles en tant qu'individu, adulte et parent. Elles peuvent rester jusqu'à deux ans dans cet environnement, ce qui leur assure une stabilité dans leur vie et les prépare à la prochaine étape vers l'indépendance.

Logement social

Le Sous-comité s'est rendu dans la plus ancienne et la plus importante collectivité qui soit financée à même les deniers publics : Regent Park, dans le secteur est du centre-ville de Toronto. La communauté fait actuellement l'objet d'une revitalisation complète. Une fois le projet terminé, qui aura duré 12 ans, il ne restera guère de vestiges du quartier vieux de 60 ans, à part ses limites externes. C'est là une bonne chose pour les résidents. Les membres du Comité ont appris que ce qui avait été conçu comme une ville-jardin est devenu une cause d'isolement, les grands espaces verts devenant le territoire des trafiquants de drogue, des gangs et des criminels où personne n'ose s'aventurer.

Le nouveau Regent Park vise le mélange plutôt que la ségrégation, à tous les niveaux, notamment sur le plan du revenu des résidents, des locaux commerciaux se combinant à des logements et des bâtiments très modernes jouxtant des locaux récréatifs. Regent Park pourrait devenir le nouveau modèle de logement social au Canada; il a certainement déjà modernisé les mécanismes de financement des projets de logement social, réunissant divers partenaires, notamment privés et commerciaux. Les résidents, qui seront probablement relogés temporairement durant les travaux, sont convaincus de la validité des améliorations qu'apportera le projet au quartier. Ils ont indiqué que jeunes et adultes envisagent déjà l'avenir avec plus d'espoir.

²⁸⁸ Regent Park, Toronto Community Housing, <http://www.torontohousing.ca/regentpark>, consulté le 24 août 2009.

²⁸⁹ Supportive Housing for Young Mothers <http://www.shym.ca/>, consulté le 7 août 2009.

²⁹⁰ Options for Homes <http://www.optionsforhomes.ca/>, consulté le 24 août 2009.

Expiration des subventions de fonctionnement

Les accords d'exploitation dans le secteur du logement sans but lucratif commencent à arriver à échéance, si bien qu'il sera difficile de maintenir l'abordabilité de ces logements à long terme, au dire des témoins. Le problème devrait être particulièrement aigu pour les collectivités autochtones en milieu urbain. C'est le message qui a été transmis aux membres du Sous-comité qui ont visité la Gabriel Housing Corporation, à Regina. Il s'agit d'une collaboration à but non lucratif de six groupes métis de Saskatchewan, qui possèdent et administrent actuellement 303 logements. C'est en partie grâce à des subventions de fonctionnement que l'organisme peut accorder des unités à un loyer inférieur au prix du marché. Cette pratique deviendra plus difficile à mesure que les subventions expireront. Pour le moment, l'écart entre le loyer pratiqué sur le marché et le loyer demandé par Gabriel Housing peut aller jusqu'à 200 \$ pour certains logements. En plus d'offrir des logements abordables, cet organisme communautaire mène divers projets et assure, entre autres, un logement de transition aux femmes sans-abri. En sa qualité d'organisme communautaire, Gabriel Housing peut donner accès à des logements où les Autochtones ne feront pas l'objet de la discrimination que font subir certains propriétaires privés en milieu urbain.

Accession à la propriété de logements à prix abordable

Comme le présent Rapport le mentionne plus haut, il existe divers modèles de programmes d'accession à la propriété de logement à prix abordable. Le modèle Options for Homes à Toronto, qu'ont visité les membres du Sous-comité, est allé au plus simple pour ce qui est de la conception des bâtiments et de l'emplacement, pour que le prix d'achat initial demeure inférieur à celui de logements comparables d'autres promoteurs. Même si les logements sont surtout abordables pour les mieux nantis des plus pauvres, ils offrent la possibilité aux revenus moyens de se bâtir un actif. La direction de Options for Homes collabore avec les acheteurs individuels pour analyser toutes les possibilités de financement qui pourraient leur permettre d'acheter le logement. Chaque acheteur a la possibilité d'obtenir un prêt hypothécaire de deuxième rang avec participation à la mise de fonds, financée par l'une des filiales de Options for Homes. Organisme à but non lucratif, Options for Homes fonctionne comme un promoteur immobilier privé ne jouissant d'aucun financement public. Toutefois, ses représentants ont encouragé les membres du Comité à recommander que l'on utilise des instruments de politique fédérale pour faciliter l'accession des faibles revenus à la propriété de logements à prix abordable.

Section 4 – L’itinérance

L’itinérance est la manifestation la plus visible de l’incapacité de nos programmes de sécurité du revenu et d’aide au logement à répondre aux besoins fondamentaux des individus et des familles. Quoique, par définition, l’itinérance soit difficile à mesurer, de nombreux témoins ont signalé une hausse du recours aux refuges et aux banques alimentaires, même chez les travailleurs.

Comme l’a précisé un témoin, l’itinérance n’est pas seulement un échec des politiques et des programmes gouvernementaux. C’est aussi « l’expérience pénible et crue de la perte de toutes ces choses qui font partie de notre vie et qui nous sont si chères²⁹¹ ». La pénurie de logements sûrs et abordables dans presque toutes les villes canadiennes joue un rôle important dans le phénomène de l’itinérance, ce qui a été expliqué dans la section précédente du rapport, mais le Comité a appris que d’autres facteurs entrent en jeu, tout particulièrement chez les personnes qui se retrouvent sans logement sur une longue période ou par intermittence.

Selon une représentante du gouvernement qui a témoigné devant le Comité, l’itinérance au Canada a changé, en ce sens qu’elle a une portée plus vaste qu’auparavant :

Plusieurs facteurs sociaux et économiques créent de multiples obstacles et contribuent à l’itinérance chez les populations marginalisées, y compris les personnes souffrant de maladies physiques et mentales, les jeunes à risque, les aînés, les parents seuls, les nouveaux arrivants et les Autochtones. Le stéréotype qui prévalait autrefois du sans-abri comme étant un homme seul dans la cinquantaine qui vit dans la rue ne tient plus. Non seulement cette problématique a de multiples facettes, mais elle touche tous les segments de la population canadienne.

(Bayla Kolk, *Témoignages*, Comité, 1^{re} session, 39^e législature, 26 avril 2007)

4.1 Problèmes persistants

Nous avons, collectivement, le devoir d’effectuer une rigoureuse analyse critique et d’agir pour instaurer les changements nécessaires dans un monde nouveau dont l’itinérance aura disparu; si nous n’atteignons pas cet objectif minimal dans un pays aussi riche, nous aurons échoué²⁹².

Coût de l’itinérance

Il convient d’encourager les gens à faire quelque chose, ne serait-ce que par humanité, mais si vous voulez parler d’argent, disons qu’il en coûte 48 000 \$ par année pour laisser quelqu’un à la rue alors qu’il en coûterait 28 000 \$ pour loger cette personne. Cet argument n’est pas nouveau, mais il ne semble convaincre personne.

(Kim Kerr, *Témoignages*, directeur, Downtown Eastside Residents Association, Vancouver, Comité, 1^{re} session, 39^e législature, 13 juin 2007)

²⁹¹ Tim Crooks, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007.

²⁹² Marc Spooner, *Faire le bilan, puis agir 2009 – Passages choisis*, mémoire présenté au Sous-comité sur les villes, 2^e session, 40^e législature, juillet 2009, p. 2.

S'ajoute à l'argument moral de poids l'argument économique, qui est encore plus convaincant. Selon des estimations sommaires, les Canadiens versent en impôt environ un milliard de dollars par année pour traiter le problème critique de l'itinérance²⁹³. Ces coûts sont en partie révélateurs de la vie complexe que mènent les sans-abri, dont la santé, la situation sociale et les difficultés familiales se combinent souvent pour alimenter le cycle de l'itinérance.

L'argument économique en faveur de la réduction ou de l'élimination de l'itinérance est surtout axé sur les coûts relatifs du statu quo, d'une part, et des solutions de rechange, d'autre part. Quoiqu'il y ait presque toujours une corrélation entre l'itinérance et la pauvreté, la plupart des études sur les sans-abri comparent le coût des refuges d'urgence et, parfois, des services connexes avec le coût d'autres formes d'hébergement, y compris du soutien aux personnes qui ont besoin de plus qu'un logement. D'autres études portent uniquement sur les coûts des services autres que le logement.

Le comité a pris connaissance des analyses présentées par les fournisseurs de services d'hébergement, mais aussi d'études plus spécialisées réalisées au Canada. En 2001, le gouvernement de la Colombie-Britannique a commandé une série d'études sur l'itinérance, plus spécialement sur ses causes et ses effets. L'une d'elles, qui a fait état des coûts, visait des personnes qui étaient sans abri et d'autres qui l'avaient été mais vivaient dans un logement au moment de l'étude. Les chercheurs ont examiné l'utilisation que ces deux groupes faisaient de différents services – santé, services sociaux, justice criminelle – et les coûts qui y étaient associés²⁹⁴.

Les auteurs de l'étude ont conclu, d'après l'expérience des participants, que les coûts des services aux sans-abri pendant la période visée étaient supérieurs de 33 % aux coûts des services utilisés par les anciens sans-abri qui avaient maintenant un logement²⁹⁵. Ils ont aussi examiné et comparé les coûts des maisons d'hébergement et des logements pour les deux groupes et sont arrivés à la conclusion suivante :

Combinés, les coûts des services et de l'hébergement pour les sans-abri de l'étude allaient de 30 000 à 40 000 \$ par personne en moyenne pour un an (y compris les coûts de l'hébergement dans un refuge d'urgence). Pour les anciens sans-abri, les coûts combinés des services et du logement allaient de 22 000 à 28 000 \$ par personne par année, à supposer qu'ils habitent un logement supervisé²⁹⁶.

Ces résultats sont représentés sous forme graphique ci-dessous. Les auteurs concluent ce qui suit :

²⁹³ « No Way Home », Fifth Estate, CBC, mars 2004,

http://www.cbc.ca/fifth/main_nowayhome_cost.html, consulté le 24 février 2009.

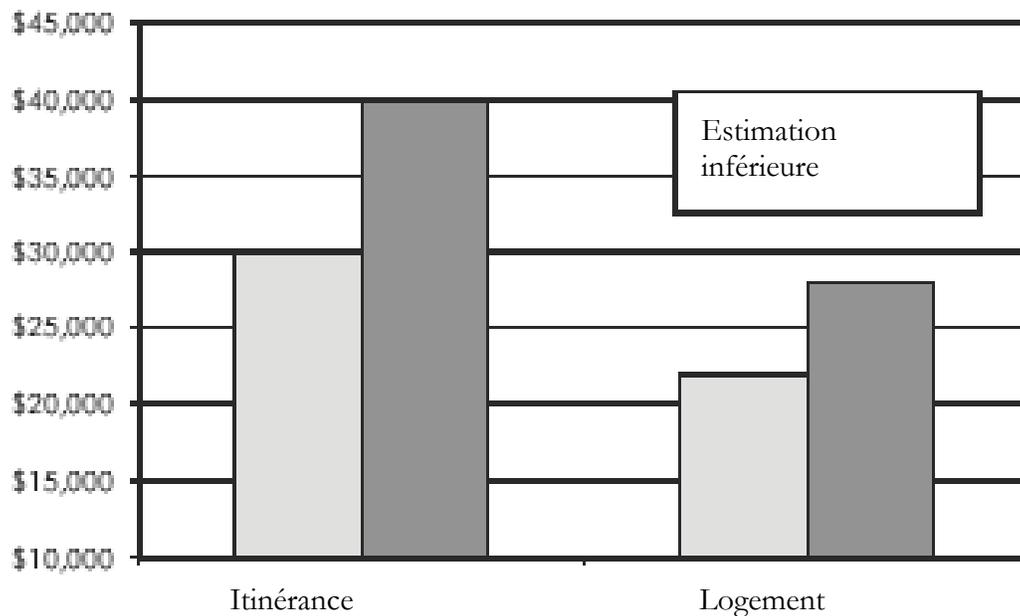
²⁹⁴ Margaret Eberle et coll., *Homelessness: causes & effects - The Costs of Homelessness in British Columbia*, volume 3, ministère du Logement de la Colombie-Britannique, 2001, p. 2, consulté le 19 octobre 2009.

²⁹⁵ *Ibid.*

²⁹⁶ *Ibid.* [traduction]

Il est logique sur le plan financier de vouloir réduire le recours aux services publics de santé, de justice criminelle et d'aide sociale, qui sont coûteux, en fournissant des logements supervisés aux sans-abri²⁹⁷.

Figure 10 – Coût de l'itinérance et coût du logement²⁹⁸



Ces coûts par habitant ont récemment été appliqués au nombre estimatif de sans-abri, 150 000, établi dans le cadre de l'Initiative nationale pour les sans-abri, ce qui a donné entre 4,5 et 6 milliards de dollars par année pour l'ensemble du pays²⁹⁹.

Une étude plus récente de la Colombie-Britannique a porté sur les coûts du statu quo pour les personnes aux prises avec une grave toxicomanie et/ou maladie mentale et sur les coûts d'une solution de rechange. En extrapolant les calculs d'autres études, les auteurs ont établi les coûts du statu quo, c'est-à-dire de la construction d'installations, du fonctionnement et des services de soutien des maisons d'hébergement et des autres services sociaux, « y compris des soins de santé, de la justice criminelle (établissements correctionnels) et des services sociaux que l'on sait être touchés par la durée d'occupation d'un logement³⁰⁰ ». Ils ont aussi calculé les coûts de la solution de rechange « idéale » à titre comparatif.

Cette étude, comme beaucoup d'autres citées dans le présent rapport, donne des renseignements très détaillés sur les calculs. Elle révèle toutefois en définitive que le coût net annuel du statu quo, comparativement au coût de la mise en œuvre de la solution idéale, était

²⁹⁷ *Ibid.*, p. 40. [traduction]

²⁹⁸ *Ibid.*, p. 39. [traduction]

²⁹⁹ Gordon Laird, 2007, p. 84.

³⁰⁰ Michelle Patterson et Julian Somers, *Housing and Support for Adults with Severe Addictions and/or Mental Illness in British Columbia*, Centre for Applied Research in Mental Health & Addiction, octobre 2007, p. 75, http://www.health.gov.bc.ca/library/publications/year/2007/Housing_Support_for_MHA_Adults.pdf, consulté le 19 octobre 2009. [traduction]

de 694,5 millions de dollars pour les gens qui vivaient dans l'itinérance absolue. Pour les habitants de la province qui étaient aux prises avec une grave toxicomanie et/ou maladie mentale et qui couraient un risque imminent de devenir sans abri, le coût net annuel du statu quo par rapport à la solution proposée était de 384,3 millions de dollars³⁰¹.

Récemment, le gouvernement de l'Alberta a produit un plan pour le logement abordable, et tant Calgary qu'Edmonton ont établi des plans en vue d'éliminer ou de réduire l'itinérance dans une dizaine d'années. Les recherches sur les coûts ont précédé ces réalisations de plusieurs années.

En 2003, un document a été publié sur les « coûts sociétaux » de l'itinérance à Calgary et à Edmonton³⁰². Les chercheurs ont établi les coûts des services à partir des résultats d'enquêtes menées auprès de 68 organismes oeuvrant auprès des sans-abri et de leur famille. Ils ont aussi calculé les coûts d'immobilisations des refuges d'urgence à partir de données qui étaient alors récentes. Enfin, ils ont évalué les coûts des services auxiliaires qui auraient été évités s'il n'y avait pas d'itinérance, y compris des services de santé et de justice criminelle. Par extrapolation, les chercheurs sont arrivés à un coût annuel de 1,4 milliard de dollars pour l'ensemble du pays³⁰³.

En se fondant sur ces données et les résultats d'études américaines, Edmonton et Calgary ont publié des plans après avoir calculé les coûts par extrapolation. Le plan d'Edmonton, qui met davantage l'accent sur les coûts, fait état des résultats suivants :

- L'hébergement d'urgence pour seulement 40 % des sans-abri (comme c'est déjà le cas) coûterait plus de 54 millions de dollars par année d'ici 2018. À titre comparatif, l'Edmonton Committee to End Homelessness a évalué les coûts de fonctionnement à 90 millions de dollars en 2018 pour la mise en œuvre du plan décennal.
- Les refuges ne représentent qu'une fraction du coût total de l'itinérance, qui englobe aussi de fréquents recours aux salles d'urgence et aux services ambulanciers, des séjours à l'hôpital prolongés, les interventions de la police, les tribunaux et l'incarcération.
- Selon Alberta Health Services, les coûts des soins de santé liés à l'itinérance se sont chiffrés à 33 millions de dollars en 2008, et ceux des services ambulanciers, à 4,7 millions de dollars³⁰⁴.

Ces dernières années, plusieurs villes ont publié des « bulletins » et d'autres analyses sur les coûts actuels de l'hébergement ou du logement des sans-abri, parfois en comparaison de solutions de rechange.

Dans les grandes villes canadiennes, les coûts quotidiens du séjour d'une personne dans un hôpital psychiatrique ou même dans un refuge sont beaucoup plus élevés (en termes pécuniaires) que les coûts d'un logement permanent par personne par jour, même assorti de mesures de soutien.

³⁰¹ *Ibid.*

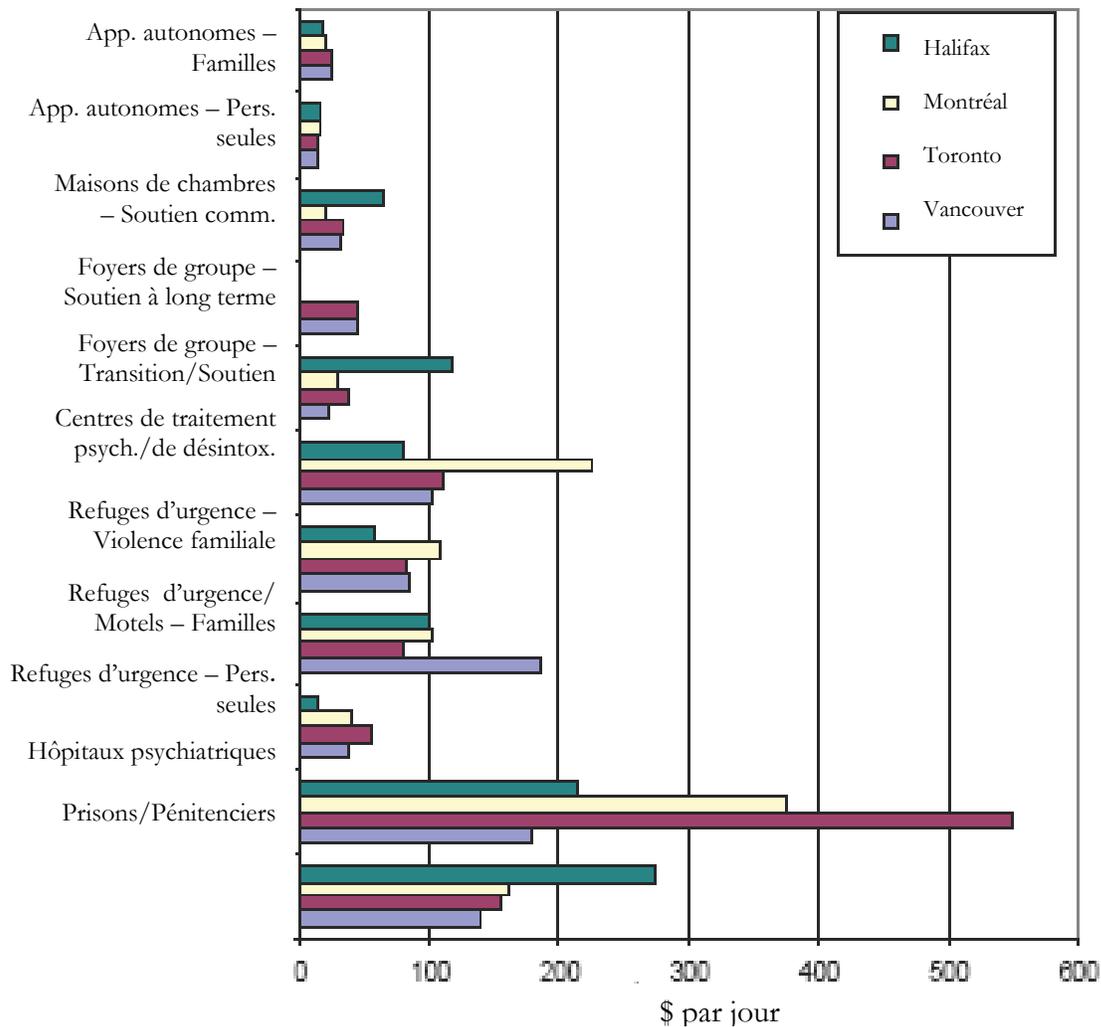
³⁰² *Societal Cost of Homelessness*, publié pour l'Edmonton Joint Planning Committee on Housing et la Calgary Homeless Foundation, 2003.

³⁰³ *Ibid.*, p. iii.

³⁰⁴ *Ibid.*

La figure qui suit donne les coûts de divers types d'hébergement et de logement – appartements familiaux, foyers de groupe, centres de désintoxication, prisons, etc. – dans quatre villes canadiennes : Halifax, Montréal, Toronto et Vancouver³⁰⁵. Elle présente globalement les coûts relatifs (et par conséquent les économies) de chaque type d'hébergement ou de logement et montre que les prisons, les hôpitaux psychiatriques et les refuges d'urgence coûtent infiniment plus cher que les logements locatifs.

Figure 11 – Coût quotidien type de divers types d'hébergement et de logement



Des études semblables sur Waterloo³⁰⁶ et Ottawa³⁰⁷, en Ontario, et sur Halifax, en Nouvelle-Écosse³⁰⁸, montrent des résultats comparables.

³⁰⁵ Steve Pomeroy, *Le coût de l'itinérance : Analyse de quatre solutions de rechange dans quatre villes canadiennes*, Secrétariat national pour les sans-abri, 2005.

³⁰⁶ Steve Pomeroy, *Pro-Active Versus Reactive Responses: The Business Case for a Housing Based Approach to Reduce Homelessness in the Region of Waterloo*, Région de Waterloo, septembre 2007.

³⁰⁷ Steve Pomeroy et Brodie Berrigan, *Costs of Responding to Homelessness in Ottawa: Pro-Active versus Reactive Responses*, Ville d'Ottawa, octobre 2007.

Le Comité a été informé par des témoins que les sans-abri sont plus susceptibles d'avoir recours aux hôpitaux, y compris aux services aux malades hospitalisés et aux services d'urgence, que le reste de la population canadienne³⁰⁹. Il a aussi appris qu'il serait possible non seulement de diminuer les coûts des refuges, mais aussi d'économiser les fonds publics et d'accroître la qualité de vie des gens et des collectivités :

Nous pourrions avoir un programme national de logement qui éliminerait pratiquement l'itinérance. Nous aurions la possibilité de le faire en créant plus d'endroits où les gens peuvent vivre [...] C'était là un exemple touchant le domaine du logement, qui montre que le fait de mettre un logement décent à la disposition des gens peut entraîner des économies dans d'autres secteurs et permettre aux villes d'améliorer la qualité de vie de l'ensemble de leur population.

(Frances Abele, professeure, École de politique et d'administration publiques, Université Carleton, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 avril 2009)

Des témoins ont rappelé au Comité que, comme pour la pauvreté, il importe de faire comprendre que l'affectation de fonds à l'élimination de l'itinérance entraîne des économies :

Ce ne devrait pas être une tâche impossible à accomplir que de persuader le public que la non-affectation de ressources à l'itinérance a un coût beaucoup plus élevé, à long terme, que celui d'une intervention positive à court et à moyen terme³¹⁰.

Les programmes gouvernementaux prévoyant des fonds pour l'élimination de l'itinérance existent depuis plus de 10 ans, mais ils ont été prolongés chaque fois pour des périodes de deux ou trois ans. Le Comité croit que ces fonds sont essentiels pour comprendre le phénomène de l'itinérance au Canada et pour œuvrer à son élimination. Il croit qu'un engagement à long terme s'impose pour que les collectivités puissent disposer de ressources stables afin de réduire et d'éliminer l'itinérance.

Recommandation 45

Le Comité recommande que le gouvernement fédéral maintienne les fonds affectés à la lutte contre l'itinérance jusqu'à ce qu'une stratégie portant à la fois sur le logement et l'itinérance soit élaborée pour orienter ses investissements.

Santé et itinérance

Le Comité reconnaît que, si beaucoup de personnes et de familles gonflent les rangs des sans-abri par suite d'une perte soudaine et parfois temporaire de revenu ou en raison d'autres circonstances, de nombreux sans-abri sont confrontés à des problèmes persistants qui ne sont pas uniquement liés à l'insuffisance de revenu.

Plusieurs facteurs contribuent à l'itinérance persistante, notamment le revenu insuffisant, les problèmes de santé mentale et la toxicomanie.

Lors de la fermeture massive des établissements psychiatriques au Canada, de nombreuses personnes aux prises avec des problèmes de santé mentale se sont retrouvées dans un milieu

³⁰⁸ Frank Palermo et coll., *The Cost of Homelessness and the Value of Investment in Housing Support Services in the Halifax Regional Municipality*, Cities and Environment Unit, Université Dalhousie, juin 2006.

³⁰⁹ Elizabeth Votta, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007.

³¹⁰ Mark Spooner, p. 12.

de vie qui n'avait pas les ressources voulues pour répondre à leurs besoins. C'est ce qu'on a appelé la désinstitutionnalisation. Plusieurs décennies plus tard, beaucoup de personnes qui auraient été placées vivent dans des refuges pour sans-abri et dans la rue au sein des grandes et petites villes canadiennes.

Les gens qui sortent des hôpitaux psychiatriques, même de nos jours, se retrouvent directement dans la rue et dans les refuges. Des chercheurs canadiens ont fait observer que « même les refuges les mieux gérés ne sont pas des endroits propices au rétablissement d'une personne atteinte d'une maladie mentale³¹¹ ».

Les études montrent clairement que les sans-abri ont plus souvent besoin de soins de santé, car le manque d'accès à des services de santé préventive, à des aliments nutritifs et à un logement chauffé et sûr nuit fréquemment à leur santé physique. Si même les gens de la classe moyenne ont du mal à trouver un médecin de première ligne dans certaines villes canadiennes, les sans-abri auront difficilement accès à cette ressource³¹².

Selon des témoins et les clients des organismes que les membres du Comité ont visités, les problèmes de santé – surtout de santé mentale et de toxicomanie – sont des facteurs importants chez les sans-abri chroniques des villes canadiennes. Une étude locale réalisée à Ottawa a permis de constater que, chez les adultes avec enfants, principalement des femmes, les difficultés économiques étaient la cause première de l'itinérance, alors que, chez les femmes seules, il s'agissait surtout de problèmes complexes de santé physique et mentale et, chez les hommes seuls, de problèmes de toxicomanie³¹³. En général, la corrélation entre l'itinérance et ces problèmes de santé et de toxicomanie apparaît clairement :

Selon diverses études réalisées au Canada, le niveau de prévalence de problèmes comme l'abus de drogue et d'alcool, les troubles dépressifs, les troubles psychotiques comme la schizophrénie, ainsi que les idées suicidaires et les tentatives de suicide, est plus élevé parmi les sans-abri que dans la population en général.

(Elizabeth Votta, chef de programme, Rapports et analyses, Initiative sur la santé de la population canadienne, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007)

Les témoins qui représentaient Statistique Canada ont fait état de nouvelles analyses qui démontrent que les personnes qui vivent dans des refuges ont une espérance de vie beaucoup plus courte que les gens qui se situent dans le quintile de revenu le plus bas et ont un logement³¹⁴. La différence d'espérance de vie entre les hommes sans abri et ceux qui sont dans le quintile de revenu inférieur est de six ans; elle est de treize ans entre les hommes sans abri et ceux qui se trouvent dans le quintile supérieur. Chez les femmes, l'écart est

Indépendamment de ce qui survient en premier entre l'itinérance et la maladie, les personnes sans abri sont en moins bonne santé et ont une moins grande espérance de vie que les autres Canadiens.

³¹¹ C. Forchuk et coll., « From psychiatric ward to the streets and shelters », *Journal of Psychiatric and Mental Health Nursing* 13 (3), 301–308, p. 301. [traduction]

³¹² Rebekah Peters, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007.

³¹³ Fran Klodawsky, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 4 juin 2008.

³¹⁴ Russell Wilkins et Jillian Oderkirk, mémoire présenté au Sous-comité sur les villes, 2^e session, 40^e législature, 18 juin 2009.

plus faible, mais tout de même prononcé : quatre ans et neuf ans respectivement³¹⁵.

Le Comité a aussi eu l'occasion de se rendre dans des refuges et d'entendre le témoignage de leur personnel ainsi que des employés des services de santé qui s'y trouvent. Plusieurs des programmes qui offrent un soutien, soit dans la rue, soit dans un logement plus stable, figurent à l'annexe 3, qui met en valeur les pratiques prometteuses.

Pour les besoins de son étude, le Comité a essayé de déterminer l'interrelation entre les problèmes de santé (y compris de santé mentale) et l'itinérance : qu'est-ce qui vient en premier? Une récente étude produite par l'Initiative sur la santé de la population canadienne a relevé des lacunes dans les connaissances sur le lien causal entre la santé mentale, la maladie mentale et l'itinérance, indiquant que la santé mentale pourrait être la cause ou la conséquence de l'itinérance. Des entretiens menés auprès de 300 jeunes sans-abri aux États-Unis, en Australie et au Canada ont révélé que le quart d'entre eux vivaient dans l'itinérance à cause de leur consommation de drogue et que le quart avaient commencé à consommer de la drogue après être entrés dans l'itinérance³¹⁶.

Des études américaines sont allées plus loin en avançant que des symptômes de la maladie mentale peuvent être un effet, plutôt qu'une cause, de l'itinérance. Elles ont également montré que 30 % des participants avaient augmenté leur consommation de drogue après être devenus des sans-abri, ce qui donne à penser que la toxicomanie peut par ailleurs être un effet, plutôt qu'une cause, de l'itinérance.

Les témoins aussi ont été hésitants à tirer des conclusions définitives :

La relation entre la maladie mentale et l'itinérance est complexe. Bien qu'on ne puisse pas toujours déterminer ce qui survient en premier, il est clair qu'il existe un lien entre de nombreux facteurs influant sur la santé et les déterminants de l'itinérance. Par exemple, pour les personnes affligées d'une grave maladie mentale, les possibilités de logement, d'emploi et de revenu peuvent être limitées. Les personnes sans abri ont généralement un stress plus élevé, une plus faible estime d'elles-mêmes, moins de soutien social et des stratégies d'adaptation moins efficaces [...]

(Elizabeth Votta, Comité, 2^e session, 39^e législature, 6 décembre 2007)

Il est toutefois clair pour le Comité que les services de santé fournis aux sans-abri peuvent être remarquablement efficaces comme moyens de prévention et que les mesures de soutien font partie intégrante des solutions de logement pour les personnes aux prises avec des problèmes de santé physique et mentale. Le Comité félicite le gouvernement fédéral pour son investissement dans la Commission de la santé mentale et les projets pilotes qui serviront à financer des mesures de soutien efficaces pour les sans-abri qui ont une maladie mentale et à acquérir des connaissances sur ces mesures. Il constate cependant qu'il n'existe pas de régime de financement semblable

Le soutien fédéral à la planification communautaire est une démarche qui reçoit un vaste appui pour ce qui est de la réduction de l'itinérance dans les villes canadiennes.

³¹⁵ *Ibid.*

³¹⁶ Shelly Mallett et coll., « Young people, drug use and family conflict: Pathways into homelessness », *Journal of Adolescence*, vol. 28, n^o 2, avril 2005, p. 185-199.

pour les organismes et les collectivités qui répondent aux besoins des sans-abri qui ont des problèmes de santé physique.

Recommandation 46

Le Comité recommande que le gouvernement fédéral, de concert avec les gouvernements provinciaux et territoriaux et les chercheurs en santé du pays, affecte des fonds pour la santé physique des sans-abri.

4.2 Pratiques prometteuses

Initiative nationale pour les sans-abri/Stratégie des partenariats de lutte contre l'itinérance

L'Initiative nationale pour les sans-abri et la Stratégie des partenariats de lutte contre l'itinérance du gouvernement du Canada ont reçu beaucoup d'éloges et ont été présentées comme un modèle de ce que le gouvernement fédéral peut accomplir avec les intervenants pour s'attaquer à un problème qui a des particularités locales. La plupart des témoins qui ont parlé soit de l'itinérance soit des moyens de remédier à des problèmes locaux ont cité ces programmes comme un exemple à suivre et à reproduire dans d'autres secteurs.

La question de l'équilibre entre les rôles que doivent assumer le pays dans son ensemble et les collectivités est très intéressante. Il existe entre autres un programme offert dans le cadre de la Stratégie des partenariats de lutte contre l'itinérance, qui a remplacé l'Initiative pour les sans-abri. Cet excellent programme est particulièrement intéressant, car il permet de mettre en place un processus communautaire. Des collectivités de toutes les régions du pays ont été obligées de travailler ensemble pour décider des mesures à prendre pour lutter contre le problème de l'itinérance dans leur région.

(Deborah Kraus, consultante en recherche et en politiques (logement), *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007)

Nous avons pu constater certaines différences dans le cas de la Stratégie nationale des partenariats de lutte contre l'itinérance, qui comportait une certaine souplesse permettant aux collectivités locales de participer à la conception des projets qui les intéressent. La durée réduite du financement a causé des difficultés, mais la stratégie a permis au gouvernement, aux citoyens, aux fournisseurs de services et à la communauté du développement de Hamilton de définir collectivement des projets couvrant toute la gamme des services de logement social dont notre collectivité a besoin. Voilà le genre de solutions que nous recherchons.

(Liz Weaver, directrice, Hamilton Roundtable for Poverty Reduction, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 3 juin 2009)

Le Comité a entendu parler de l'Interagency Council on Homelessness des États-Unis et de sa capacité de susciter la mobilisation au niveau local et de coordonner l'activité de 20 organismes fédéraux et d'autres intervenants nationaux. Il a aussi appris que la Stratégie des partenariats de lutte contre l'itinérance (SPLI) remplit cette fonction avec des pouvoirs plus ou moins étendus et qu'elle est bien placée pour jouer officiellement ce rôle au Canada.

La SPLI représente un cadre merveilleux. Elle est en place déjà dans 61 collectivités. Les liens sont d'ores et déjà noués avec des entités qui font figure de chefs de file localement. C'est une façon merveilleuse de mobiliser les éléments et de miser sur les relations établies. Vous devriez certainement soutenir l'organisme qui coordonne le travail d'un ministère à l'autre.

(Alina Tanasescu, gestionnaire, Recherche et politiques publiques, Calgary Homeless Foundation, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009)

Recommandation 47

Le Comité recommande que la Stratégie des partenariats de lutte contre l'itinérance soit élargie de façon à jouer un rôle de coordination accru au sein de l'administration fédérale en mobilisant tous les ministères et organismes dont le mandat touche au logement et à l'itinérance, en particulier pour les groupes surreprésentés parmi les défavorisés.

Plans de lutte contre l'itinérance

Ce que l'IPAC ou la Stratégie des partenariats de lutte contre l'itinérance a permis de faire, c'est d'amener à la table des organismes qui n'étaient pas présents auparavant. Si vous jetez un coup d'œil à certaines des tables de concertation sur l'itinérance qui existent au pays, vous constatez qu'il y a des fondations et des gens du secteur privé. Les administrations locales s'y trouvent certainement.

(Margaret Eberle, consultante en politique sur le logement, Eberle Planning and Research, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009)

Tirant parti du travail de planification entrepris dans le cadre de l'Initiative nationale pour les sans-abri, certaines collectivités ont mis au point des stratégies plus complètes axées sur les ressources existantes et ont affecté de nouvelles ressources à l'élimination de l'itinérance. Comme indiqué plus haut, ces stratégies reposent souvent sur le principe de la « priorité au logement », ce qui conduit nécessairement à la fusion des plans de lutte contre l'itinérance et des plans pour le logement. L'annexe 4 donne de plus amples renseignements sur ces stratégies.

Tant le travail accompli dans le cadre de ces initiatives que les réalisations de l'Interagency Council on Homelessness inspirent le Comité et montrent que les plans décennaux, établis avec le soutien de tous les secteurs, y compris de l'État, contribuent pour beaucoup à produire des résultats au niveau local.

Recommandation 48

Le Comité recommande que le gouvernement fédéral fournisse des stimulants financiers pour encourager les collectivités qui bénéficient déjà de la Stratégie des partenariats de lutte contre l'itinérance à se baser sur un horizon de 10 ans pour modifier et renouveler leurs plans communautaires.

Des représentants locaux du secteur du logement ont dit au Comité qu'il est important de susciter la collaboration entre les intervenants du milieu de l'itinérance et ont proposé d'élargir cette approche pour aborder le logement et l'itinérance d'une manière plus intégrée³¹⁷. Comme indiqué à l'annexe 4, qui traite des stratégies locales sur le logement et l'itinérance, de nombreuses villes ont établi des plans pour les deux secteurs; toutefois, seul le plan de lutte contre l'itinérance devrait mettre à contribution d'autres intervenants pour avoir droit au financement.

³¹⁷ Sean Gadon et Jill Davidson, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 28 mai 2009.

Ayant constaté les bons résultats qui peuvent être obtenus, le Comité est en faveur d'une approche intégrée et de la participation de tous les intervenants à l'élaboration et à la mise en œuvre de plans locaux. Dans la section précédente du présent rapport, une recommandation à cet effet a été intégrée à la stratégie nationale proposée pour le logement et l'itinérance.

Priorité au logement

Avant, les intervenants [du secteur du logement] pensaient que les clients devaient avoir réglé leur problème de consommation pour avoir un logement. Beaucoup de clients sont donc devenus des sans-abri. Puis, certains organismes en sont venus à croire que le logement doit être prioritaire, qu'il doit venir avant le traitement ou, du moins, qu'il ne doit pas en dépendre. C'est là le principe fondamental du concept de « priorité au logement ». Il s'agit en fait d'une approche qui consiste à fournir directement un logement permanent aux personnes itinérantes. Mais ce n'est pas tout. Ce qui est fondamental dans cette approche, c'est que les clients reçoivent les services dont ils ont besoin et qu'ils veulent.

(Deborah Kraus, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007)

La façon d'envisager l'itinérance a évolué jusqu'à la pratique actuelle qui accorde la « priorité au logement ». Auparavant, on avait un continuum de services de logement, qui assurait progressivement la transition entre l'itinérance et le logement permanent, avec parfois comme étape transitoire la désintoxication ou le traitement des problèmes de santé mentale. La nouvelle approche part du principe qu'un logement sûr est la principale assise pour les autres activités de stabilisation.

Les initiatives qui accordent la priorité au logement, c'est-à-dire qui fournissent un logement abordable et stable aux sans-abri avant de s'attaquer aux autres problèmes, se sont révélées très efficaces.

Les témoins et le personnel des organismes visités ont souligné l'importance « de commencer l'intervention au stade où sont les gens » et de les soutenir dans l'état où ils sont plutôt que de les obliger à changer leurs habitudes de santé ou de consommation avant de pouvoir bénéficier de services de logement et d'autres formes de soutien. Selon un expert, la stratégie de la priorité au logement repose sur le principe que le droit au logement est un droit de la personne³¹⁸, et un autre expert en santé mentale et en itinérance a témoigné de l'efficacité de cette approche :

Ainsi, des recherches montrent que certains programmes, dont ceux qui mettent l'accent sur le logement, aident les sans-abri à se loger de façon stable. Dans ces cas, on fournit le logement en premier, puis la formation ou les soins nécessaires, au gré des bénéficiaires.

(Elizabeth Votta, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007)

Le Comité a été informé du grand succès remporté au niveau local par des initiatives qui accordent la priorité au logement :

Cette étude [à Halifax] a permis de conclure qu'une stratégie donnant la priorité au logement et fournissant des logements avec services de soutien permettait, en moyenne, une économie de 40 % par rapport aux autres approches axées sur les mécanismes traditionnels.

³¹⁸ Marc Spooner, *Faire le bilan, puis agir 2009 – Passages choisis*, mémoire présenté au Comité, 29 juillet 2009, p. 6.

(Tim Crooks, directeur général, Phoenix Youth Programs, Halifax, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007)

Le Comité félicite le gouvernement fédéral de favoriser une approche de « priorité au logement » lorsqu'il a prolongé récemment les programmes de financement de la lutte contre l'itinérance et il reconnaît la nécessité d'un investissement soutenu.

Recommandation 49

Le Comité recommande que le gouvernement fédéral prévoie encore le financement direct et le soutien continu des activités de recherche et de diffusion du savoir au sujet de l'approche fondée sur la priorité au logement afin d'éliminer l'itinérance.

Initiatives locales

Le Sous-comité a été informé de la relation complexe entre la santé mentale, la toxicomanie et l'itinérance, ainsi que de leur prévalence et de leurs coûts. Les organismes visités et les gens rencontrés étaient confrontés à cette réalité. Comme mentionné plus haut, des témoins ont dit au Comité que les sans-abri, et en particulier les sans-abri chroniques, sont plus susceptibles d'avoir des problèmes de santé mentale ou de toxicomanie. Les membres du Sous-comité ont eu le privilège de s'entretenir avec le personnel, les bénévoles et les clients de refuges pour sans-abri, établissements qui contribuent grandement à modifier les risques d'itinérance.

Les collectivités ont mis en œuvre à l'intention des sans-abri une vaste gamme de programmes répondant chacun aux besoins de groupes particuliers, notamment les jeunes et les personnes aux prises avec des problèmes de santé mentale.

Le Sous-comité a constaté, au cours de ses visites, que les refuges offrent beaucoup plus qu'un simple toit. Il a été impressionné par l'exhaustivité et l'étendue des services, peu importe s'ils ciblaient un groupe donné ou une clientèle plus vaste. Ses visites d'étude ont été faites dans les organismes suivants, qui œuvrent auprès des sans-abri :

- Housing Support Centre, Metro Non-Profit Housing Association³¹⁹ – Halifax (Nouvelle-Écosse)
- Lookout Emergency Aid Society³²⁰ – Vancouver (Colombie-Britannique)
- Boyle Street Community Services Co-op³²¹ – Edmonton (Alberta)
- Sage House³²² – Winnipeg (Manitoba)
- Building Futures³²³ – Winnipeg (Manitoba)
- L'Abri en Ville³²⁴ – Montréal (Québec)

³¹⁹ Metro Non-Profit Housing Association, Housing Support Centre,

http://www3.ns.sympatico.ca/mnpha/support_centre.html, consulté le 10 août 2009.

³²⁰ Lookout Emergency Aid Society, <http://www.lookoutsociety.bc.ca/>, consulté le 6 août 2009.

³²¹ Boyle Street Community Services Co-op, <http://icaf.ca/boylestcoop.html>, consulté le 6 juillet 2009.

³²² Sage House, programme de la clinique Mount Carmel, <http://www.mountcarmel.ca/>, consulté le 6 août 2009.

³²³ Siloam Mission, programme Building Futures, http://www.siloam.ca/building_futures.html, consulté le 7 août 2009.

- Youth Emergency Shelter Society³²⁵ – Edmonton (Alberta)
- Avenue 15 et RADAR³²⁶ – Calgary (Alberta)
- WoodGreen Community Services, programme Homeward Bound³²⁷ – Toronto (Ontario)

À chaque endroit, on a fait le récit de vies plombées par des troubles de santé mentale, des toxicomanies, des problèmes physiques et des peines d'emprisonnement, souvent réunis chez une même personne. L'attachement des clients à l'organisme semble reposer sur le sentiment de sécurité qu'ils éprouvent une fois la porte du refuge franchie. Cette sécurité représente une denrée rare dans leur vie, et l'obtention d'une place leur vaut cher. Les refuges accueillent quiconque se présente à la porte et tous prennent les gens tels qu'ils sont.

Un employé d'un refuge a indiqué que son organisme offrait davantage que l'essentiel, c'est-à-dire « trois repas chauds et un lit »; il offrait « trois repas chauds et un lit » *plus*. Le plus, à son avis, était n'importe quel autre service pouvant aider le sans-abri à faire un lien personnel vers le traitement de ses problèmes de santé mentale et physique. Ce lien peut aider un sans-abri chronique à combler un besoin criant³²⁸. Les interventions observées consistaient par exemple à aiguiller les sans-abri vers une activité de counselling, un logement, qui peut être un logement de transition ou supervisé, un intervenant en santé mentale, un travailleur social ou un programme de prévention des méfaits dus à la toxicomanie.

Refuges d'urgence

Certains refuges offrent une aide aux personnes qui continuent de vivre dans l'itinérance, tandis que d'autres procurent un hébergement plus stable à des sans-abri qui veulent faire la transition vers un logement, souvent avec des services de soutien. De cette façon, il est possible pour un sans-abri d'établir un lien avec l'organisme et, par la suite, d'obtenir un soutien des mêmes personnes pendant la période de transition.

La Lookout Emergency Aid Society a ses locaux dans le quartier Downtown Eastside de Vancouver. Inauguré il y a plus de 25 ans, ce refuge devait au départ offrir un service temporaire. Depuis, il s'est agrandi, a ajouté des services et continue d'accueillir, 365 jours par année et 24 heures sur 24, les gens qui ont besoin d'un toit. Il accepte tout le monde.

En parlant à des utilisateurs des refuges, les membres du Sous-comité ont appris que les services « complets » sont essentiels. Le personnel qualifie ses services de filet de sécurité de dernier recours pour ceux qui n'ont pu vivre dans d'autres refuges. Il a expliqué qu'une caractéristique importante du modèle adopté est que le refuge offre des chambres semi-privées plutôt que des dortoirs et qu'il accepte les animaux de compagnie et les chariots.

³²⁴ L'Abri en Ville, <http://www.labrienville.org/homepage.html>, consulté le 24 août 2009.

³²⁵ Youth Emergency Shelter Society, <http://www.yess.org/cgi-bin/news/news.pl>, consulté le 28 août 2009.

³²⁶ Boys and Girls Club of Calgary, <http://www.boysandgirlsclubsofcalgary.ca/programs/shelter-and-outreach/avenue-15.html>, consulté le 28 août 2009.

³²⁷ WoodGreen Community Services, <http://www.woodgreen.org/about/whoarewe.html>, consulté le 29 juillet 2009.

³²⁸ Voir Russell Wilkins et Jillian Oderkirk, mémoire présenté au Sous-comité sur les villes, 2^e session, 40^e législature, 18 juin 2009, au sujet des données sur l'espérance de vie et les sans-abri.

L'organisme Boyle Street Community Services Co-op, situé au centre-ville d'Edmonton, accepte aussi quiconque se présente à la porte de l'établissement. Dans ce cas, il n'offre pas d'hébergement, mais un large éventail de services de jour. Il travaille activement à instaurer un modèle « priorité au logement » pour héberger certains de ses clients en s'associant avec des propriétaires privés locaux. Il fournit un soutien à une vaste clientèle, jeune et moins jeune, grâce à sa collaboration avec de nombreux autres organismes communautaires. Une grande partie de sa clientèle est aux prises avec des problèmes multiples de toxicomanie et de santé mentale et physique. Dans une discussion de groupe, les membres du Sous-comité ont pu constater le lien étroit entre le personnel du centre et les citoyens.

Lors de sa visite au Housing Support Centre d'Halifax, les membres du Sous-comité ont appris qu'une centaine de personnes viennent tous les jours prendre un café et bavarder. Ce centre de jour avait pour objectif initial de trouver un logement abordable à sa clientèle. Il s'est avéré finalement un endroit réconfortant pour les visiteurs, dont la plupart étaient des sans-abri. Les clients peuvent obtenir des renseignements et un soutien de la part des intervenants du centre, mais ils apprécient surtout l'occasion de rencontrer du monde dans un milieu sûr et bienveillant, ce qui contribue à rompre leur isolement social. C'est un lieu de stabilité et d'assistance pour tous. Il a d'ailleurs donné naissance à la chorale Shining Lights, formée d'une trentaine de sans-abri, qui donne des spectacles et a trois disques à son actif.

À la Sage House, à Winnipeg, les membres du Sous-comité ont rencontré un groupe de travailleurs et de bénévoles. Ce centre offre un soutien et des services à une population de sans-abri particulièrement vulnérable, les prostitués de rue. Le centre leur offre des services de jour – douches, repas, quelqu'un à qui parler – et des mesures de soutien plus spécialisées. Le Sous-comité a été informé sur l'expérience de la rue, de la prostitution et de la consommation de drogue chez ces femmes et transgenres. Il a appris que, pour au moins une partie d'entre eux, la consommation a suivi l'itinérance et que les drogues les tiennent au chaud, réveillés et en vie. Leur lien avec les employés et les intervenants de la Sage House est crucial pour ces personnes. Là aussi, elles sont acceptées telles quelles et soutenues sans être jugées.

Sortir de l'itinérance

Le Sous-comité a visité des refuges qui offrent divers types de soutien et de moyens de sortir de l'itinérance, mais il a aussi passé du temps avec les représentants de deux organismes qui avaient une approche différente. Le programme s'adresse à un nombre limité de personnes et s'accompagne d'un soutien intensif et personnalisé.

Building Futures, à Winnipeg, est un de ces organismes. Fondé depuis un peu plus d'un an, il offre ce qu'on pourrait appeler une activité d'« emploi d'abord ». Des sans-abri se voient offrir un emploi dans un atelier de menuiserie. Pendant leur période d'emploi, censée durer un an environ, ils reçoivent une bonne formation dans le travail du bois et un soutien personnel sur place, mais ils doivent en échange respecter un horaire et faire du travail de bonne qualité. Les six employés, tous des hommes jusqu'à présent bien que les femmes soient aussi les bienvenues, touchent le salaire minimum et travaillent à temps plein. Les membres du Sous-comité ont été informés que les participants avaient des conditions de logement moins stables que leur travail pour le moment, mais qu'ils considèrent ce programme comme une étape positive dans leurs efforts pour sortir de l'itinérance.

L'Abri en Ville, à Montréal, offre à une clientèle bien définie – les personnes qui ont une maladie mentale – un service de logement partagé à prix abordable, assorti d'un soutien

intensif. Ce programme, qui fonctionne depuis plus d'une décennie, profite à 30 résidents dans 10 appartements de trois chambres. On choisit soigneusement les colocataires en fonction de leur compatibilité, et une petite équipe de bénévoles dévoués est affectée à chaque appartement pour donner aux résidents un soutien général, par exemple pour l'épicerie ou le paiement des factures, ou un accès à des soins plus spécialisés. Les bénévoles et le personnel collaborent pour faire participer les résidents à des activités organisées à L'Abri ou dans la collectivité. Même s'ils sont géographiquement dispersés, il existe un climat d'entraide. Leur esprit de camaraderie était manifeste pendant les discussions.

Les membres du Sous-comité se sont particulièrement intéressés à la possibilité de reproduire ce modèle, qui a les caractéristiques nécessaires : des éléments de programme clairement définissables, un besoin qui existe vraisemblablement ailleurs et une efficacité éprouvée³²⁹. Le personnel de L'Abri a pu faire part au Sous-comité de sa propre expérience de collaboration avec des groupes qui aimeraient reproduire le modèle dans d'autres villes. La section 6 du présent rapport souligne la nécessité d'encourager les efforts d'adaptation locale et présente des recommandations à ce sujet.

Jeunes sans-abri

Les jeunes forment un groupe distinct parmi les sans-abri. Les membres du Sous-comité ont aussi visité des refuges pour les jeunes, où certains clients n'avaient que 12 ans. Ils avaient été informés qu'il y a de très jeunes personnes parmi les sans-abri et que, pour eux, la rue est un milieu plus sûr que la maison. Les organismes qui œuvrent auprès des jeunes ont parlé de leurs efforts, dictés par l'urgence, pour sortir les adolescents de la rue avant qu'ils ne s'engagent dans des activités « de la rue » — gangs, drogues, criminalité. Au cours des discussions, le Sous-comité a appris que les jeunes ne se sentent pas en sécurité dans les refuges pour adultes, que leurs problèmes sont souvent différents et que leurs moyens de sortir de l'itinérance tendent aussi à être différents. Les refuges pour jeunes que le Sous-comité a visités offrent l'hébergement de base et des services de soutien, de même que des liens étroits qui les encouragent à emprunter une voie de sortie. Le Sous-comité a rencontré des jeunes de 16 ans qui ont dit vivre dans l'itinérance depuis des années.

La Youth Emergency Shelter Society d'Edmonton procure un toit aux jeunes sans-abri pour la nuit. On les encourage toutefois à s'installer dans la partie du bâtiment qui offre un logement supervisé, où les règles sur le comportement y sont plus nombreuses, mais où on les aide davantage à atteindre des objectifs, comme un diplôme d'études secondaires. Les jeunes eux-mêmes ont expliqué au Sous-comité qu'après avoir vécu dans la rue pendant un certain temps, ils ne sont pas prêts à se soumettre à l'autorité parentale standard. Le programme a pour objectif d'amener les jeunes à emprunter une voie différente, qui les conduira à des études, à un travail et à un logement stable, mais il ne peut pas y arriver en contrôlant leur vie. Le personnel a créé un milieu de vie positif qui encourage ses jeunes clients à vivre en autonomie au terme d'étapes bien définies. Un facteur crucial, a-t-on expliqué au Comité, est la possibilité pour les jeunes de parcourir chaque étape, souvent plus d'une fois, ce qui décrit en partie la solution de rechange à l'autorité parentale qu'offre l'organisme.

³²⁹ Geri Summerville, *Laying a Solid Foundation: Strategies for Effective Program Replication*, Public/Private Ventures, 2009, http://www.ppv.org/ppv/publications/assets/298_publication.pdf, consulté le 17 septembre 2009.

Avenue 15, à Calgary, offre aux jeunes un parcours semblable où ils peuvent progresser à leur rythme à mesure qu'ils sont prêts à assumer de nouvelles responsabilités et à se conformer à d'autres règles. Dans ce modèle, d'après ce qu'a entendu le Sous-comité, le nombre de privilèges augmente avec le nombre de règles. Au cours de discussions, le Sous-comité a appris que beaucoup de raisons poussent les jeunes à l'itinérance. Avenue 15 commence par favoriser la réunification familiale et, si elle n'est pas possible, fait des démarches pour trouver une autre forme d'hébergement stable. Pendant que les jeunes tentent de se faire une vie stable, le refuge leur procure un milieu de type familial qui les aide à établir des relations avec leurs « colocataires », à comprendre les obligations qu'ils ont à leur égard et à instaurer un climat d'entraide.

WoodGreen, à Toronto, a mis au point un des programmes les plus complets pour les jeunes mamans qui vivent dans des refuges. Les femmes dont la participation au programme est acceptée se voient offrir un logement, l'accès aux études, des services de garde et des séances de counselling, tout cela au même endroit. Elles créent un cadre de vie avec les autres participantes et s'entraident tout en acquérant de l'assurance comme parents et en travaillant à obtenir un diplôme collégial. Ce programme demande beaucoup d'efforts et ne convient pas à tout le monde, a-t-on indiqué aux membres du Sous-comité. Les femmes que ceux-ci ont rencontrées ont dit que plusieurs de leurs amies qui vivaient la même situation avaient refusé de participer au programme.

Alors qu'il a été question précédemment de « services complets », ceux qui viennent d'être décrits vont plus loin et pourraient être qualifiés de services de « raccrochage ». En rendant tous les services de base facilement accessibles et en procurant à ces femmes du soutien affectif et scolaire, les programmes les aident, en l'espace de trois ans, à sortir de l'itinérance et à obtenir un emploi durable leur permettant de faire vivre leur famille.

Le Sous-comité a constaté que, pour atteindre de bons résultats auprès des jeunes sans-abri et pour aider les adultes dans leurs efforts de transition, il faut énormément d'attention, d'adaptabilité et de dévouement. À son avis, le personnel, les bénévoles et les sans-abri qu'il a eu le plaisir de rencontrer ont énormément de mérite.

Section 5 – Les groupes surreprésentés

Comme il est indiqué précédemment, certains des groupes mentionnés dans le rapport Croll comme étant surreprésentés parmi les pauvres ont bénéficié de programmes de sécurité du revenu améliorés, notamment les aînés. D'autres groupes identifiés dans le rapport Croll continuent d'être surreprésentés : les Autochtones, les chefs de famille monoparentale (surtout des femmes), certains nouveaux venus au Canada et les personnes handicapées. Par ailleurs, un nouveau groupe est désormais surreprésenté, soit les adultes seuls, et plus particulièrement ceux qui ont entre 45 et 65 ans. Non seulement les membres de ces quatre groupes sont-ils plus susceptibles d'être pauvres, mais ils risquent également de l'être pendant des périodes plus longues³³⁰.

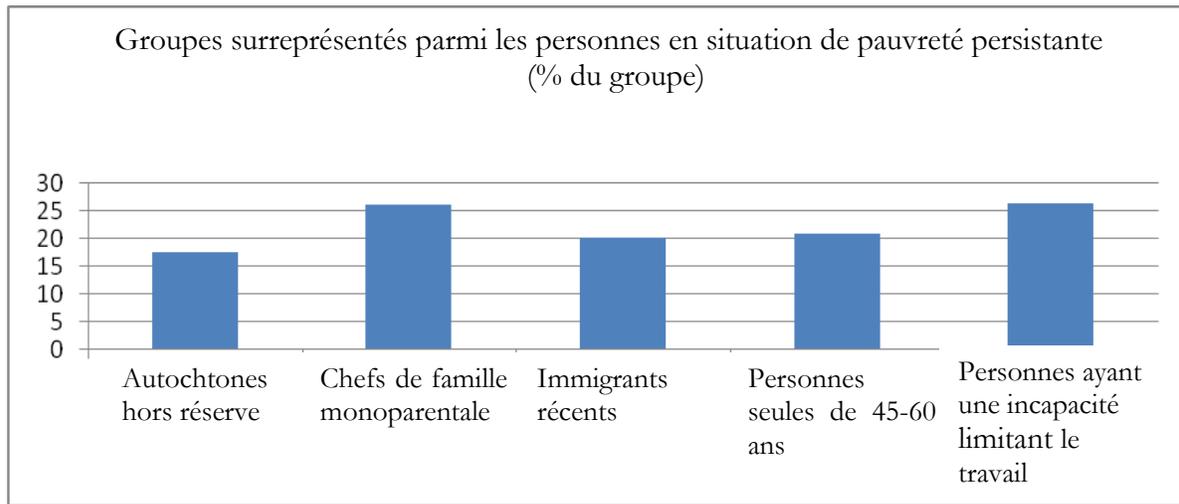
Bien que le présent rapport porte sur les problèmes qui se posent à tous les Canadiens qui ont un faible revenu et qui ont donc souvent du mal à trouver un logement abordable et sont susceptibles de se retrouver sans abri, le Comité a également voulu se pencher sur les préoccupations et les conditions de vie particulières de ces groupes et trouver, dans la mesure du possible, des solutions précises à cet égard.

Les témoins ont rappelé au Comité que les compressions apportées au filet de sécurité sociale touchent tous les Canadiens vulnérables, mais certains citoyens dépendent davantage que d'autres de ces services et programmes. De plus, des témoins ont signalé au Comité l'importance d'attirer l'attention sur la marginalisation particulière dont sont victimes certains de ces groupes, et plus particulièrement les Autochtones et certains nouveaux immigrants. La figure ci-après montre les taux disproportionnés de pauvreté parmi ces groupes.

Les Canadiens ne courent pas tous les mêmes risques relatifs à la pauvreté et à l'insécurité en matière de logement : les personnes handicapées, les Autochtones en milieu urbain, les adultes seuls, les chefs de famille monoparentale et certains immigrants sont plus susceptibles d'être confrontés à ces problèmes et de l'être pendant plus longtemps que les autres Canadiens.

³³⁰ Dominique Fleury, *Étude de la pauvreté et de la pauvreté au travail chez les immigrants récents au Canada*, RHDSC, 2007, p. 1, http://www.hrsdc.gc.ca/fra/publications_ressources/recherche/categories/inclusion/2007/sp_680_05_07_f/sp_680_05_07f.pdf, consulté le 19 octobre 2009.

Figure 12 – Pourcentage de la population de 18 à 60 ans en 2002 ayant un faible revenu persistant de 2002 à 2006³³¹



Bien que le rapport traite des incidences disproportionnées qu'ont sur ces groupes les initiatives, les programmes et les politiques s'adressant à la population en général, la présente section donne de l'information plus approfondie sur ces groupes et sur leur situation actuelle et examine les problèmes persistants et les pratiques prometteuses se rattachant à des programmes visant précisément trois de ces groupes : les nouveaux immigrants (et les demandeurs du statut de réfugié), les Autochtones et les personnes handicapées.

5.1 Personnes seules

Aperçu

Comme il est mentionné ci-dessus, les personnes âgées seules et en âge de travailler ne faisaient pas partie des groupes ayant l'incidence de pauvreté la plus élevée en 1970, selon le rapport Croll. La figure ci-dessous montre que le nombre de personnes seules a augmenté de façon importante depuis 1980, même par rapport aux familles économiques qui comptent des ménages de plusieurs personnes unies par les liens du sang ou du mariage. De 1980 à 2006, le nombre de personnes seules non âgées (c.-à-d. de 18 à 64 ans) vivant en situation de faible revenu est passé de 530 000 à 1,18 million³³². En 2005, les personnes

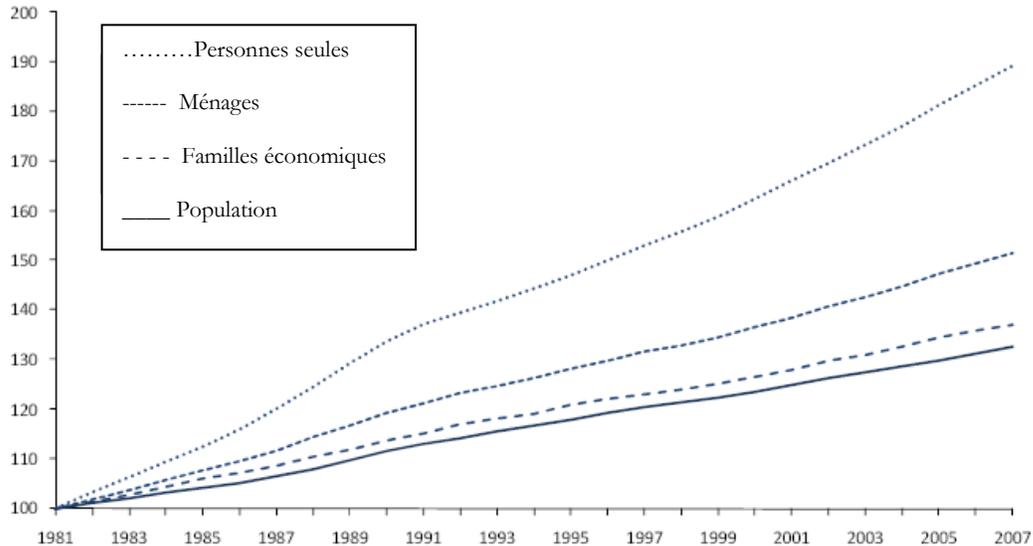
Au Canada, plus d'une personne seule de moins de 65 ans sur trois a vécu avec un faible revenu pendant plusieurs années.

³³¹ D'après les données du tableau 6A, RHDCC, *Le faible revenu au Canada de 2000 à 2006 selon la mesure du panier de consommation – Rapport final*, octobre 2008, p. 26, http://www.rhdcc.gc.ca/fra/publications_researches_recherche/categories/inclusion/2008/sp-864-10-08f/sp_864_10_08f.pdf, consulté le 30 août 2009.

³³² CANSIM, Statistique Canada, tableau 202-0802.

seules non âgées représentaient 35 % des Canadiens à faible revenu, mais seulement 11 % de la population canadienne³³³.

Figure 13 – Croissance démographique, nombre de ménages, de personnes seules et de familles économiques Indice (1981 = 100), 1981-2007³³⁴

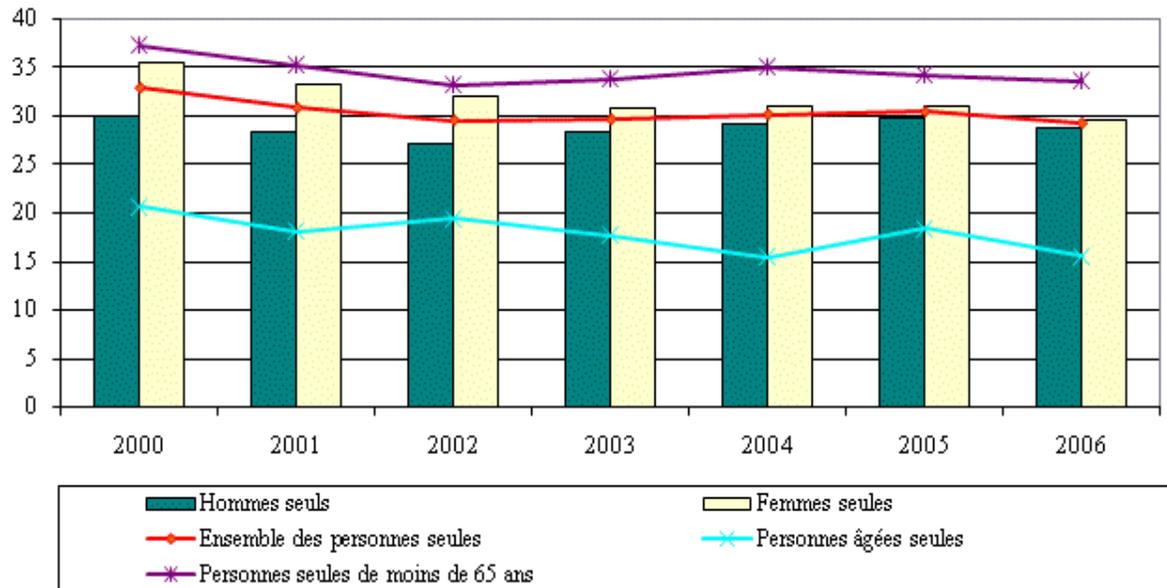


Depuis 2000, l'écart entre la proportion d'hommes seuls et de femmes seuls en situation de faible revenu s'est atténué. En 2006, 28,8 % des hommes seuls vivaient en situation de faible revenu, comparativement à 29,6 % des femmes seuls. En 2000, l'écart entre les deux était de plus de cinq points de pourcentage (30 % des hommes seuls et 35,6 % des femmes seuls). En 2005, l'écart entre la proportion d'hommes seuls âgés et celle de femmes seuls âgés était de près de sept points de pourcentage. En 2006, cet écart s'est considérablement resserré, alors que 14 % des hommes seuls âgés et 16,1 % des femmes seuls âgés vivaient en situation de faible revenu.

³³³ Yan Feng, Sangita Dubey et Bradley Brooks, *Persistance du faible revenu chez les personnes seules non âgées*, Série de documents de recherche – Revenu, Statistique Canada, juin 2007, <http://www.statcan.gc.ca/pub/75f0002m/75f0002m2007005-fra.pdf>, consulté le 2 décembre 2009.

³³⁴ Andrew Sharpe et Jean-Francois Arsenault, *Living Standards*, Institut du mieux-être, 2009, p. 34.

Figure 14 – Pourcentage de personnes seules en situation de faible revenu (SFR après impôt) 2000-2006³³⁵

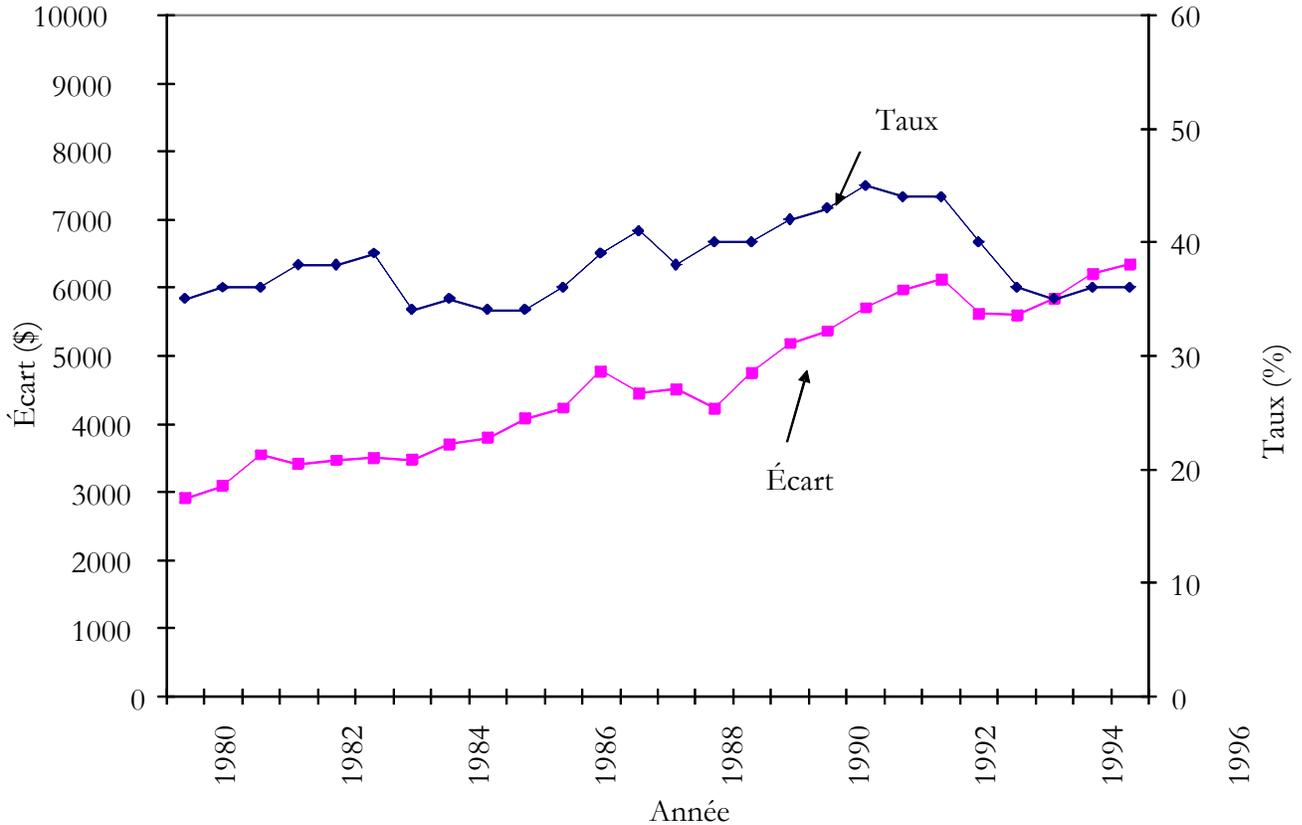


Une analyse récente circonscrite aux personnes seules âgées de 45 à 64 ans a permis de déterminer, au moyen de la Mesure de la pauvreté fondée sur un panier de consommation, que plus d'une personne sur trois faisant partie de ce groupe vivait en situation de faible revenu en 2004³³⁶. Les données de Statistique Canada révèlent également la persistance de niveaux élevés de pauvreté chez les personnes seules de ce groupe d'âge et l'écart croissant entre leur revenu et celui qui leur permettrait de vivre au-dessus du seuil de faible revenu (SFR).

³³⁵ Statistique Canada, CANSIM, tableau 202-0802 et la Bibliothèque du Parlement.

³³⁶ Nathan Laurie, *The Cost of Poverty: An Analysis of the Economic Cost of Poverty in Ontario*, Ontario Association of Food Banks, novembre 2008, p. 28.

Figure 15 – Personnes seules, 45-64 ans, taux et écart³³⁷



Comme un témoin l'a fait remarquer au Comité, il s'agit du groupe auquel les programmes ciblés existants ne s'adressent pas souvent :

Les mesures gouvernementales de lutte contre la pauvreté ciblent, pour de bonnes raisons, les familles et surtout les familles avec enfants, mais il faut dire que ce sont les personnes seules et en particulier plus âgées, c'est-à-dire qui ont entre 55 et 64 ans, qui ont plus tendance à être pauvres parce qu'elles ne sont pas encore admissibles, comme les aînés, au Régime de pensions du Canada ou à la Sécurité de la vieillesse. Les personnes seules appartenant à ce groupe d'âge courent malheureusement beaucoup plus de risques de vivre dans la pauvreté.

(Aisling Gogan, *Témoignages*, Comité, 1^{re} session, 39^e législature, 17 mai 2007)

Le Comité a constaté qu'à l'exception des niveaux de prestations établis dans le cadre de divers programmes publics, il n'existe pas de politiques ou de programmes, prometteurs ou problématiques, qui visent ce groupe de personnes. Les personnes seules profiteraient cependant des recommandations contenues dans les sections précédentes au sujet de l'établissement d'un revenu de base correspondant au seuil de faible revenu pour les programmes de sécurité du revenu combinés aux changements apportés à l'AE.

³³⁷ G. Picot et S. Michaud, *Low Income in Canada, 1980 to 2006*, exposé, Statistique Canada, août 2008.

5.2 Personnes handicapées

Aperçu

Au cours de son étude, le Comité en est venu à comprendre que l'incapacité s'entend d'un trouble sensoriel ou moteur causé par un état physiologique, et qu'elle peut aussi s'entendre d'une capacité réduite liée à la maladie mentale ou à une grave toxicomanie³³⁸. Misant sur son étude clé sur la santé mentale, dont le rapport a été déposé en mai 2006, le Comité a porté une attention particulière au rôle que joue la maladie mentale dans la pauvreté, le logement et l'itinérance et à l'incidence de ces questions sur l'apparition ou l'exacerbation de la maladie mentale. Le rapport a fait ressortir la corrélation entre l'itinérance et la maladie mentale, seule et associée à d'autres troubles : « [...] de 30 à 40 % des sans-abri ont des problèmes de santé mentale et [...] de 20 à 25 % ont aussi des troubles concomitants, à savoir en plus des problèmes de toxicomanie³³⁹. »

Dans un mémoire présenté au Comité par suite de son rapport sur les enjeux et les options, l'Association canadienne pour la santé mentale adopte une position semblable au sujet de la maladie mentale et de la pauvreté :

Au Canada, les malades mentaux forment un pourcentage disproportionné de la population vivant sous le seuil de pauvreté, une situation qui accentue les problèmes liés à la maladie mentale et qui contribue aux facteurs de stress qui causent des problèmes de santé mentale. [...] Les liens entre l'incidence élevée de la pauvreté et la mauvaise santé mentale ont des répercussions profondes sur les familles et font obstacle à l'accès à l'éducation et à d'autres possibilités économiques³⁴⁰.

De façon plus générale, tant le nombre que la proportion de Canadiens ayant signalé une incapacité dans le Recensement de 2006 et l'Enquête sur la participation et les limitations d'activités (EPLA) ont augmenté par rapport au Recensement et à l'EPLA précédents. Le nombre de personnes se disant invalides est passé de 3,6 millions à 4 millions, c'est-à-dire que leur proportion est passée de 12,4 à 14,3 % de l'ensemble de la population³⁴¹.

Les personnes handicapées sont moins susceptibles que les personnes non handicapées de terminer leurs études secondaires et de poursuivre des études collégiales ou universitaires.

Le taux d'incapacité augmente avec l'âge, mais seulement 40 % de cette augmentation est due à l'âge³⁴². L'étude révèle également une augmentation plus graduelle de la population

³³⁸ Le chevauchement entre la maladie mentale et la toxicomanie est expliqué de façon plus précise dans le rapport final du Comité sénatorial permanent des affaires sociales, des sciences et de la technologie intitulé *De l'ombre à la lumière : La transformation des services concernant la santé mentale, la maladie mentale et la toxicomanie au Canada*, mai 2006, p. 43-44, <http://parl.gc.ca/39/1/parlbus/commbus/senate/com-f/soci-f/rep-f/pdf/rep02may06part1-f.pdf>, consulté le 10 août 2009.

³³⁹ *Ibid.*, p. 130.

³⁴⁰ Taylor Alexander, mémoire présenté au Sous-comité sur les villes, 17 juillet 2009, p. 1-2.

³⁴¹ *L'Enquête sur la participation et les limitations d'activités de 2006 : Rapport analytique*, Statistique Canada, 2007, p. 9. L'EPLA ne portait pas sur les Autochtones vivant dans les réserves ni sur les personnes en établissement.

³⁴² *Ibid.*, p. 13.

handicapée en âge de travailler³⁴³. Les taux d'incapacité légère ont connu la hausse la plus marquée, mais il y a eu une augmentation dans chaque catégorie, allant de légère à grave, depuis cinq ans³⁴⁴. En outre, plusieurs incapacités sont souvent indiquées, tant chez les enfants que les adultes, au point que seulement un adulte sur cinq rapporte une seule incapacité, et que plus de la moitié des enfants handicapés de 0 à 4 ans présentent plus d'une incapacité³⁴⁵.

Comme groupe, les personnes handicapées ont deux types de contraintes à leur niveau de participation et d'activité : celles qui sont directement liées à leur incapacité et celles qui découlent des obstacles sociaux, structurels et autres. Ces dernières sont souvent appelées « handicaps ». Alors que les limitations dues à l'incapacité sont fonction de l'état physique ou psychologique, les handicaps sont des obstacles qui peuvent être surmontés et auxquels il est possible de trouver des solutions de compromis afin de permettre la pleine participation des personnes handicapées.

Bien qu'il ne soit pas clair si l'incapacité ou le handicap sont en cause, les personnes handicapées ont moins de scolarité que les personnes non handicapées, elles ont des taux d'emploi plus faibles et sont surreprésentées parmi les personnes ayant le revenu le plus faible au Canada. Les données de 2001 révèlent que le revenu moyen d'une personne handicapée en âge de travailler était de 22 228 \$ tandis que celui d'une personne non handicapée en âge de travailler s'élevait à 31 509\$³⁴⁶.

En 2001, plus de la moitié des personnes handicapées avaient un revenu de moins de 20 000 \$ comparativement à moins de 40 % des personnes non handicapées.

Des comparaisons plus approfondies sur le plan du niveau de scolarité, de la situation d'emploi et du revenu sont présentées dans les trois figures ci-après.

³⁴³ *Ibid.*, p. 9.

³⁴⁴ *Ibid.*, p. 15-16.

³⁴⁵ *Ibid.*, p. 27, 35.

³⁴⁶ *Éducation, emploi et revenu des adultes handicapés et non handicapés – Tableaux, Enquête sur la participation et les limitations d'activités de 2001*, Statistique Canada, 2003, p. 62. <http://www.statcan.gc.ca/pub/89-587-x/89-587-x2003001-fra.pdf>, consulté le 26 octobre 2009.

Figure 16 – Niveau de scolarité des adultes de 15 à 64 ans, avec ou sans incapacité, Canada, 2001³⁴⁷

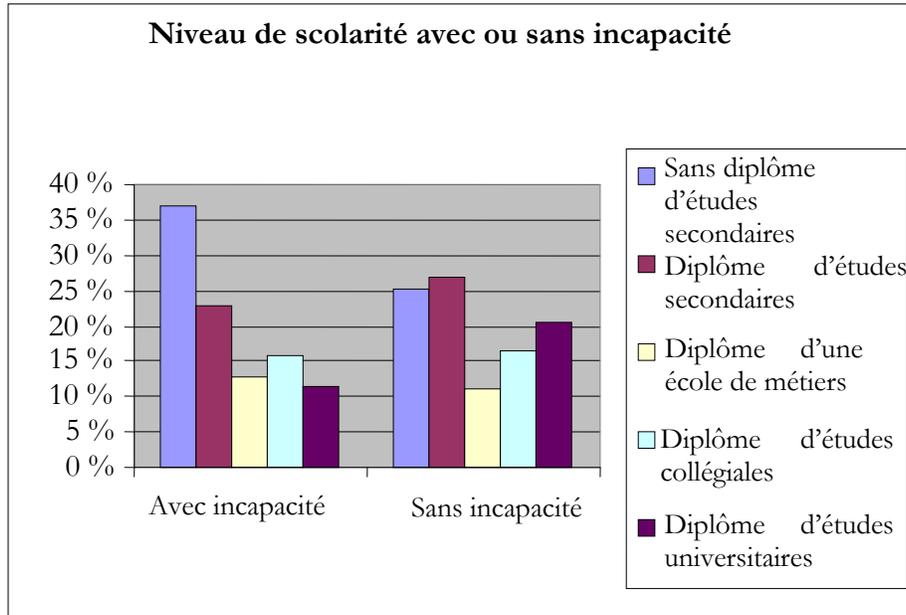
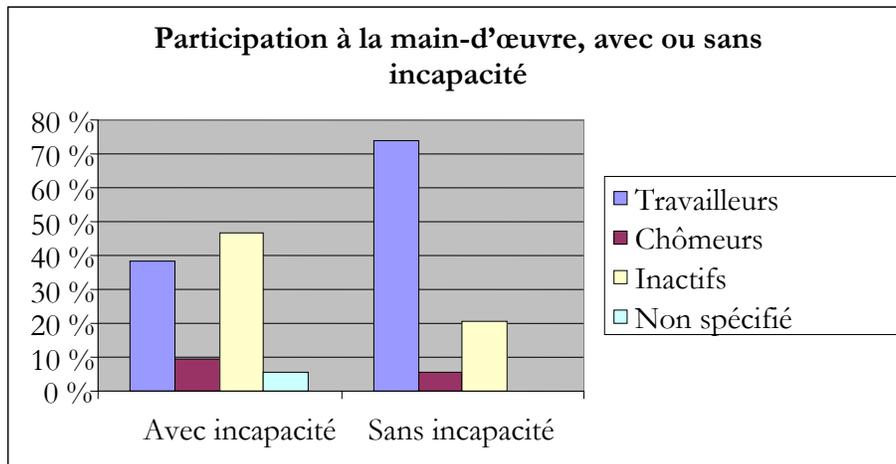


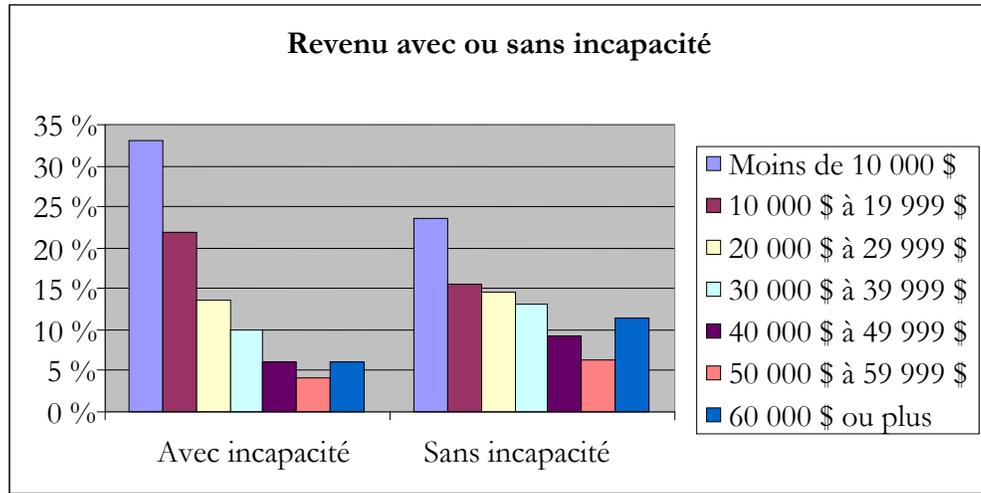
Figure 17 – Participation à la main-d'œuvre des adultes de 15 à 64 ans, avec ou sans incapacité, Canada, 2001³⁴⁸



³⁴⁷ *Ibid.*, p. 8, 29.

³⁴⁸ *Ibid.*, p. 40, 51.

Figure 18 – Revenu des adultes de 15 à 64 ans, avec ou sans incapacité, Canada, 2001³⁴⁹



Si toutes les personnes handicapées ne sont pas pauvres, la source et le niveau de leur revenu, même en cas d'incapacité grave, dépendent de plusieurs facteurs, notamment la date et la cause de l'incapacité et le niveau des prestations d'assurances, publiques ou privées, qu'a pu recevoir la personne lorsqu'elle est devenue handicapée. Les politiques canadiennes de sécurité du revenu en cas d'invalidité ont été décrites comme un « régime à doubles prestations qui repose à la fois sur une assurance contributive pour les membres de la population active et sur des prestations d'invalidité établies en fonction des ressources pour les personnes non admissibles à une assurance de protection du revenu liée à la participation au marché du travail³⁵⁰ ». Les auteurs d'une analyse comparative du régime canadien et de celui d'autres pays de l'OCDE déplorent la « piètre intégration » du régime à doubles prestations du Canada³⁵¹.

Par exemple, certains employeurs, et plus particulièrement les gros employeurs, fournissent une assurance-invalidité dans le cadre de leur régime de rémunération ou l'offrent au choix parmi les avantages sociaux. Le revenu d'invalidité consiste alors en un pourcentage du revenu de l'employé avant l'invalidité et il est souvent versé jusqu'à ce que le prestataire ait 65 ans. Certaines personnes cotisent à une assurance-invalidité privée, laquelle a plutôt tendance à verser un montant fixe mensuel à la suite de l'invalidité.

Les personnes handicapées vivant seules qui ont besoin de l'aide sociale ont un revenu nettement inférieur au seuil de faible revenu, même si elles sont considérées comme étant incapables de gagner leur vie en travaillant.

Des programmes publics assurent un soutien du revenu aux personnes handicapées. Les plus généreux sont financés par les cotisations des employeurs et des employés à l'assurance-emploi (AE) (qui offre des prestations de maladie) et au Régime de pensions du Canada

³⁴⁹ *Ibid.*, p. 62, 84.

³⁵⁰ Cameron Mustard et coll., *Disability Income Security Benefits for Working-Age Canadians*, Institut de recherche sur le travail et la santé, Toronto, mai 2007, p. 1. [traduction]

³⁵¹ *Ibid.* [traduction]

(RPC) (qui offre des prestations d'invalidité). Dans les deux cas toutefois, l'admissibilité est acquise par une participation d'une certaine durée au marché du travail.

Les personnes dont la participation au marché du travail est insuffisante et qui deviennent invalides ont droit à des prestations d'aide sociale, généralement plus généreuses que celles des prestataires non invalides.

Un grand nombre de personnes handicapées dépendent de l'aide sociale, et le Comité a appris que même si les gouvernements provinciaux et territoriaux versent aux personnes handicapées inaptes au travail des prestations plus généreuses que celles des bénéficiaires aptes au travail, les niveaux des prestations ont baissé en dollars indexés pour la période de 1997 à 2005, ces diminutions allant de 1,5 % au Nouveau-Brunswick à 19,2 % à l'Île-du-Prince-Édouard³⁵². Dans sept des dix provinces, les taux d'aide sociale accordée aux personnes handicapées en 2005 étaient les plus bas depuis au moins 1986³⁵³.

Par ailleurs, les personnes qui naissent handicapées ou qui le deviennent pendant l'enfance ne reçoivent aucun soutien du revenu direct, à moins que leurs parents n'aient droit à l'aide sociale.

De plus, comme il est mentionné ci-dessus, les niveaux plus faibles de scolarité et de participation à la population active contribuent à leur pauvreté. Toutefois, le régime fiscal offre une vaste gamme de services et de prestations qui aident les parents d'enfants handicapés et les adultes handicapés.

Il existe deux documents constitutionnels de référence qui traitent de la compétence fédérale en matière d'invalidité. Le premier est la *Loi constitutionnelle de 1867* qui donne au gouvernement fédéral le droit de légiférer sur les pensions de vieillesse et les prestations additionnelles, « y compris des prestations aux survivants et aux invalides sans égard à leur âge », et interdit l'adoption des lois fédérales qui portent atteinte à l'application d'une loi provinciale en la matière³⁵⁴. C'est ce qui est mis en application dans le Programme de prestations d'invalidité du Régime de pensions du Canada (PPIRPC).

Le deuxième document constitutionnel de référence est la *Charte canadienne des droits et libertés* dont l'article 15 porte sur les droits à l'égalité et s'énonce comme suit :

*La loi ne fait acception de personne et s'applique également à tous, et tous ont droit à la même protection et au même bénéfice de la loi, indépendamment de toute discrimination, notamment des discriminations fondées sur la race, l'origine nationale ou ethnique, la couleur, la religion, le sexe, l'âge ou les déficiences mentales ou physiques*³⁵⁵.

Les références législatives ne mettent toutefois pas en évidence la portée du rôle que joue le gouvernement fédéral dans le soutien des personnes handicapées ou de leur famille.

³⁵² Michael Prince, *Disability Income Policy in Canada: Trends and Reform Ideas*, présentation dans le cadre de l'Income and Employment Sector Forum, Toronto, 2 novembre 2007, diapositive 11.

³⁵³ *Ibid.*, diapositive 12.

³⁵⁴ *Loi constitutionnelle de 1867*, article 94A.

³⁵⁵ *Charte canadienne des droits et libertés, Loi constitutionnelle de 1982*, article 15.

À partir de 2002, divers programmes fédéraux ont favorisé les personnes handicapées, notamment les suivants : la déduction pour frais de préposé aux soins, la Subvention canadienne pour études, le PPIRPC, le crédit d'impôt pour fournisseurs de soins, la Prestation fiscale canadienne pour enfants, le crédit d'impôt pour personne handicapée, la prestation de maladie de l'AE, le crédit d'impôt pour personne handicapée à charge, le crédit d'impôt pour frais médicaux, le supplément remboursable pour frais médicaux et la pension d'invalidité et les allocations de guerre des anciens combattants³⁵⁶.

En 2007, des programmes fédéraux supplémentaires ont été mis en place : les Subventions canadiennes d'accès pour les étudiants des niveaux collégial et universitaire, la Prestation pour enfants handicapés, la déduction pour produits et services de soutien aux personnes handicapées (remplace la déduction pour frais de préposé aux soins), le régime enregistré d'épargne-invalidité (de concert avec le Bon canadien pour l'épargne-invalidité et la Subvention canadienne pour l'épargne-invalidité), la nouvelle Charte des anciens combattants prévoyant des indemnités et prestations d'invalidité, l'allocation pour perte de revenus, et le supplément pour invalidité³⁵⁷.

Problèmes persistants

Les personnes handicapées forment l'un des deux groupes dont les problèmes de pauvreté ont persisté, tant sur le plan de la gravité que sur celui de la durée, depuis la publication du rapport Croll.

Absence de politique cohérente

Même si plusieurs programmes et initiatives ont vu le jour depuis, une approche cohérente en ce qui a trait aux obstacles que doivent surmonter les personnes handicapées sur le plan de l'éducation, de la formation, de l'emploi et du logement a été pour le moins intermittente et habituellement de courte durée.

En ce qui concerne l'invalidité, la vision ou le programme du gouvernement du Canada à ce sujet date de 1999. C'est la dernière fois que nous avons véritablement pris la peine, à titre de gouvernement de ce pays, de formuler une vision en ce qui concerne les personnes les plus vulnérables du pays. On compte 600 000 adultes canadiens qui ont un handicap et qui souhaitent travailler. Malheureusement, nous nous sommes peu préoccupés d'eux pendant les bonnes années. Ce sera encore plus difficile de le faire au cours des deux, trois ou quatre années à venir. Il s'agit là d'une perte énorme de capital humain et de dignité.

(Michael Prince, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Le « système » de soutien du revenu pour les personnes handicapées

Complexité

Les politiques canadiennes en matière de sécurité du revenu d'invalidité, comme il est dit plus haut, ont été décrites comme un « un régime à doubles prestations qui repose à la fois sur une assurance contributive pour les membres de la population active et sur des prestations d'invalidité établies en fonction des ressources pour les personnes non

³⁵⁶ Michael Prince, *Disability Income Policy in Canada: Trends and Reform Ideas*, diapositive 4.

³⁵⁷ *Ibid.*, diapositive 5.

admissibles à une assurance de protection du revenu liée à la participation au marché du travail³⁵⁸ ».

Chaque source de protection du revenu a ses propres critères d'admissibilité et ses propres barèmes de prestations. Le soutien offert pour un congé d'invalidité à court terme est différent de celui qui s'applique à un congé d'invalidité prolongé. La plupart des travailleurs accidentés commencent par recevoir des prestations de la Commission des accidents du travail de leur province. La protection offerte à la population active varie d'une province à l'autre, allant de 70 % en Ontario à 95 % au Québec³⁵⁹.

On a expliqué au Comité que les définitions actuellement en usage dans les programmes provinciaux et territoriaux d'indemnisation des travailleurs étaient axées sur les handicaps plutôt que sur les obstacles sociaux qui pouvaient être abolis pour faciliter la participation malgré les handicaps³⁶⁰. Il semblerait que les programmes d'indemnisation des accidents du travail diffèrent d'une province à l'autre et qu'ils limitent l'admissibilité ainsi que le niveau des prestations aux personnes œuvrant dans des secteurs liés au travail, transférant la responsabilité à d'autres programmes d'aide :

Nous devons examiner le rôle de la Commission d'indemnisation des accidents du travail partout au Canada et sa responsabilité à l'égard des familles des travailleurs devenus invalides, pour ce qui est d'accélérer le diagnostic et le traitement médical, tout en assurant un revenu suffisant.

(Darrell Powell, défenseur national, Santé mentale et invalidité des travailleurs handicapés au Canada, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 18 juin 2009)

Recommandation 50

Le Comité recommande que le gouvernement fédéral, à la prochaine réunion des ministres du Travail fédéral-provinciaux-territoriaux, prenne l'initiative d'encourager l'harmonisation des programmes provinciaux et territoriaux d'indemnisation des accidents du travail.

Même si le soutien du revenu est accessible à toute personne handicapée en âge de travailler, il peut être difficile de naviguer dans le système. Voici ce que dit à ce sujet le rapport de juin 2003 du Comité permanent du développement des ressources humaines et de la condition des personnes handicapées (HUMA) de la Chambre des communes : « On nous a rappelé constamment que les personnes handicapées trouvent difficile de déterminer à quels programmes fédéraux et provinciaux elles pourraient être admissibles, à quels programmes elles devraient s'inscrire et comment le faire³⁶¹. » Selon Cameron Mustard :

Les cinq sources de sécurité du revenu en cas d'invalidité au Canada ont toutes leur propre définition du terme « invalidité » et leurs propres critères d'admissibilité. Le versement des indemnités n'a pas toujours la même

³⁵⁸ Mustard, 2007, p. 1. [traduction]

³⁵⁹ Mustard, 2007, p. 3.

³⁶⁰ Lisa Doupe, *Créer une société sécuritaire : venir en aide aux travailleurs*, mémoire présenté au Sous-comité sur les villes, p. 10, 16 août 2009.

³⁶¹ HUMA, juin 2003, p. 96.

durée, et la générosité du montant des indemnités fluctue d'une source à l'autre, tout comme les mesures visant à encourager et à faciliter le retour au travail³⁶².

Le Comité a appris que les solutions reposent sur la collaboration entre tous les ordres de gouvernement et avec les autres intervenants du domaine économique et social au Canada :

Dans toute stratégie visant à lutter contre la pauvreté des personnes ayant des limitations fonctionnelles, il faut impliquer tous les ministères et les organismes publics des différents paliers : régional, municipal, syndicats, organismes du secteur privé et du secteur communautaire, tous ceux engagés dans la lutte contre la pauvreté et l'exclusion sociale. Ce n'est pas un seul secteur qui doit être concerné par cette question, mais l'ensemble des acteurs de la société.

(Walter Zélaya, représentant, Confédération des organismes de personnes handicapées du Québec, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 17 avril 2008)

Compte tenu de la complexité des programmes actuels et leur interaction, trop de personnes handicapées peuvent se faire renvoyer d'un « système » à l'autre pour finir par ne pas disposer d'un revenu adéquat, voire n'en avoir aucun.

Mesures de soutien

En plus de se heurter à des lacunes et à des chevauchements dans les mesures de soutien axées sur la sécurité du revenu des personnes handicapées, les gouvernements fédéral et provinciaux n'ont pas réussi à trouver de solutions permettant à ces personnes de conserver les services de soutien non pécuniaires dont elles ont besoin pour obtenir un emploi et le conserver, ces services dépendent souvent de l'admissibilité à des programmes de soutien du revenu qui cessent de s'appliquer lorsque le revenu atteint un certain niveau.

Cette question [la nécessité de faire une distinction entre le soutien du revenu et les services] revient constamment lorsqu'on discute avec des personnes handicapées et les personnes qui les représentent. Le système de prestations de revenu pour les adultes est un fouillis, mais le système d'aide aux personnes handicapées est encore pire. Les services sont absolument vitaux pour les personnes handicapées, et nous devons nous occuper de ce besoin aussi.

(Ken Battle, *Témoignages*, Comité, 2^e session, 39^e législature, 28 février 2008)

Recommandation 51

Le Comité reconnaît l'importance des services de soutien destinés aux personnes handicapées qui intègrent le marché du travail et sait qu'elles n'ont souvent plus accès à ces services quand elles commencent à toucher une rémunération. C'est pourquoi le Comité recommande que les gouvernements provinciaux et territoriaux continuent d'offrir les services de soutien aux personnes handicapées jusqu'à 12 mois après le début d'un emploi, et qu'ils négocient avec les employeurs la prestation de ces services pour une période indéterminée dans le cas de personnes à faible revenu.

³⁶² Mustard, 2007, p. 2. [traduction]

Crédit d'impôt pour personnes handicapées

Le crédit d'impôt pour personnes handicapées « tient compte du fait que les personnes handicapées peuvent avoir de la difficulté à payer de l'impôt en raison des coûts associés à leur condition³⁶³ », mais il n'est versé qu'aux personnes qui gagnent un revenu suffisant pour payer de l'impôt. Il n'est pas « remboursable » aux personnes qui ne paient pas d'impôt et n'est donc pas offert aux personnes à faible revenu. Les organismes voués à la cause des personnes handicapées ont réclamé comme première mesure importante à prendre pour corriger la situation de pauvreté de nombreuses personnes handicapées de rendre ce crédit remboursable.

[Le gouvernement] doit s'attaquer à la pauvreté et s'engager à réformer les programmes de soutien du revenu destinés aux personnes handicapées. Parmi les premières étapes [...], il doit rendre remboursable le crédit d'impôt pour personnes handicapées.

(Marie White, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 17 avril 2008)

De plus, des recommandations visant une vaste réforme mentionnent le crédit d'impôt remboursable pour personnes handicapées comme un élément important qui pourrait être élargi et ciblé afin de réduire considérablement la pauvreté au sein de ce groupe.

Nous avons besoin d'une nouvelle vision fédérale en matière d'invalidité. Nous devons faire en sorte, par quelque moyen que ce soit, que le crédit d'impôt pour personnes handicapées soit remboursable. Nous devons examiner tous les autres petits crédits d'impôt offerts aux personnes atteintes d'une incapacité, aux personnes qui ont la garde de personnes à charge ou qui offrent des soins auxiliaires, et cetera. Il y a actuellement une douzaine de ces petits crédits d'impôt, et il faut rationaliser ce secteur.

(Michael Prince, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Recommandation 52

Le Comité recommande que le gouvernement rende le crédit d'impôt pour personnes handicapées remboursable.

Révision du système de soutien du revenu pour les personnes handicapées

Le Caledon Institute a proposé pour les personnes ayant une incapacité grave un revenu de base qui compléterait un crédit d'impôt remboursable pour personnes handicapées (CIPH) et pour lequel les définitions et les critères d'admissibilité déjà établis pour d'autres programmes fédéraux de sécurité du revenu tels que le Programme de prestations d'invalidité du Régime de pensions du Canada (PPIRPC) et le CIPH seraient utilisés. Ce revenu de base serait accordé aux personnes qui, selon toute attente raisonnable, ne peuvent gagner leur vie grâce à un emploi.

À l'instar du Supplément de revenu garanti, cette aide serait fondée sur le revenu et les prestations seraient réduites en proportion des gains. Toutefois, comme il a été mentionné,

³⁶³ Ressources humaines et Développement des compétences Canada, « Mesures fiscales d'aide aux personnes handicapées et aux aidants naturels : Crédit d'impôt pour personnes handicapées », *Vers l'intégration des personnes handicapées : Rapport fédéral de 2008 sur les personnes handicapées*, 2008, p. 116, http://www.rhdcc.gc.ca/fra/condition_personnes_handicapees/rapports/rhf/2008/rhf_2008.pdf, consulté le 15 août 2009.

les personnes admissibles à cette aide ne devraient pas avoir de revenus importants. Assurant un revenu qui représenterait approximativement le double de l'aide sociale, les prestations annuelles seraient d'environ 13 300 \$ pour une personne seule et de 21 000 \$ pour un couple (montants exprimés en dollars de 2007)³⁶⁴. Cette aide serait avantageuse pour les personnes handicapées et signifierait des économies substantielles pour les programmes provinciaux et territoriaux d'aide sociale, qui pourraient réinvestir dans des services de soutien aux personnes handicapées, indépendamment de leur recours à des programmes de soutien du revenu :

Une telle mesure permettrait à un demi-million de Canadiens handicapés de ne plus dépendre de l'aide sociale. Cela constituerait un avantage inattendu pour les provinces. Il faudrait organiser un débat fédéral-provincial-territorial sur une stratégie de réinvestissement, dans ce cas. Cela supposerait aussi une injection massive des fonds réaffectés dans des éléments comme les services d'aide aux personnes, l'éducation, des écoles, des parcs et des services de loisirs qui favorisent l'intégration de tous, les services d'aide aux familles et le transport en commun afin que les gens puissent se déplacer dans leur collectivité, et, finalement, une citoyenneté à part entière pour les Canadiens qui font face à des barrières et à des obstacles immenses.

(Michael Prince, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Dans le cadre d'une audience tenue en Nouvelle-Écosse, le gouvernement de cette province a explicitement appuyé cette recommandation³⁶⁵.

Recommandation 53

Le Comité recommande que le gouvernement fédéral élabore et mette en œuvre une garantie de revenu de base correspondant au seuil de faible revenu, ou supérieure à celui-ci, pour les personnes ayant une incapacité grave.

Comme il est mentionné précédemment, le Comité a aussi été informé de l'importance essentielle des services de soutien aux personnes handicapées qui sont actuellement offerts dans le cadre de programmes provinciaux d'aide sociale et d'autres programmes de prestations fondées sur le revenu mis en œuvre par tous les ordres de gouvernement. Ces services de soutien sont une condition préalable à la participation au marché du travail de nombreuses personnes handicapées, mais ils peuvent être suspendus si celles-ci tirent de leur emploi un revenu qui mettrait fin aux prestations versées dans le cadre d'autres programmes.

Compte tenu tout particulièrement du programme de revenu proposé pour les personnes ayant une incapacité grave, les gouvernements provinciaux pourraient accroître leur investissement dans les services de soutien grâce aux économies réalisées lorsque ces personnes cesseraient de dépendre de l'aide sociale. En outre, ces services de soutien pourraient être fondés sur le revenu, quelle qu'en soit la source.

L'incidence conjuguée de ces mesures sur les personnes handicapées pourrait être considérable : Mais selon nous, le gouvernement fédéral devrait mettre le programme en œuvre seulement s'il s'entend avec les provinces pour que ces dernières réinvestissent les économies dans des programmes d'aide aux personnes handicapées. Franchement, si nous mettons les mesures en œuvre, je crois que nous permettrons au Canada de passer de la

³⁶⁴ Michael Mendelson, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 17 avril 2008.

³⁶⁵ Lynn Hartwell, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 13 août 2008.

note D à la note B+ sur le plan de l'aide accordée aux personnes handicapées – pas encore un A+, mais une nette amélioration de la situation.

(Michael Mendelson, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 17 avril 2009)

Recommandation 54

Le Comité recommande que les gouvernements fédéral, provinciaux et territoriaux améliorent les mesures de prestation des services de soutien destinés à toutes les personnes handicapées, quelle que soit leur source de revenu, grâce aux économies réalisées au titre de l'aide sociale par suite de l'instauration d'un revenu de base garanti pour les personnes ayant une incapacité grave.

Pratiques prometteuses

Fonds d'intégration

Le Fonds d'intégration fédéral « vise à aider les personnes handicapées à se préparer à travailler, à décrocher un emploi ou à devenir des travailleurs indépendants [...] [et] à acquérir les compétences dont elles ont besoin pour conserver leur nouvel emploi ³⁶⁶ ». Des témoins ont décrit son utilité :

[Le Fonds d'intégration] est un fonds modeste, environ 25 millions de dollars par année, qui permet de mettre en place des approches innovatrices pour favoriser l'employabilité dans l'ensemble du pays. Quoique limité, ce programme revêt une grande importance. Il fait toutefois partie de ces petits programmes qui pourraient facilement tomber entre les mailles et être supprimés. Les personnes handicapées du Canada doivent pouvoir se faire entendre et ce programme doit être maintenu.

(Michael Prince, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 17 avril 2008)

Le Plan d'action national pour les personnes handicapées, qui reçoit l'appui d'un large éventail d'organismes, notamment des organismes voués à la cause des personnes handicapées, propose le maintien et l'élargissement du Fonds « pour accroître la capacité provinciale/territoriale d'éliminer les obstacles et [...] d'innover en matière d'inclusion dans le marché du travail³⁶⁷ ». Le Plan d'action recommande expressément que le Fonds ne soit PAS intégré aux ententes – particulières et générales – sur le développement du marché du travail conclues avec les gouvernements provinciaux.

Recommandation 55

Le Comité recommande que le gouvernement fédéral maintienne le Fonds d'intégration pour les personnes handicapées et en augmente le financement en lui confiant clairement la mission de supprimer les obstacles à la participation au marché du travail.

³⁶⁶ Ressources humaines et Développement des compétences Canada, *Fonds d'intégration pour les personnes handicapées*, http://www.rhdcc.gc.ca/fra/condition_personnes_handicapees/programmes_financement/fonds_integration/index.shtml, consulté le 28 août 2009.

³⁶⁷ De la vision à l'action : Un Plan national d'action pour bâtir un Canada accessible et inclusif, 2007, p. 5.

Régime enregistré d'épargne-invalidité (REEI)

Le gouvernement fédéral a instauré le régime enregistré d'épargne-invalidité (REEI) dans le budget de 2007 et en a prévu la mise en œuvre l'année suivante. Le ministère des Finances l'a décrit en ces termes :

Le Régime enregistré d'épargne-invalidité (REEI) aide les parents et d'autres personnes à économiser en vue d'assurer la sécurité financière à long terme d'un enfant gravement handicapé. L'aide gouvernementale directe est fournie dans le cadre des Subventions canadiennes pour l'épargne-invalidité et des Bons canadiens pour l'épargne-invalidité. Le revenu d'investissement gagné dans le cadre d'un REEI est exempt d'impôt. Les Subventions, les Bons et les revenus d'investissement gagnés dans le cadre d'un REEI seront inclus au revenu du bénéficiaire aux fins d'impôt, lorsqu'ils sont retirés du REEI³⁶⁸.

Le régime permet aux parents et à d'autres personnes de cotiser à un REEI pour une personne à charge admissible à un crédit d'impôt pour personnes handicapées et d'obtenir des fonds de contrepartie pouvant représenter jusqu'à 300 % de la cotisation, selon le revenu du cotisant³⁶⁹. Il est fondé sur le modèle du régime enregistré d'épargne-études de personnes à charge, et la plupart des provinces exemptent les « actifs » de ce régime des critères relatifs à l'épuisement des ressources, ou ne tiennent pas compte du revenu qui en provient lorsqu'elles déterminent l'admissibilité des demandeurs d'aide sociale et calculent leurs prestations. Certains gouvernements provinciaux et territoriaux ont déjà pris des mesures pour accorder les mêmes exemptions aux actifs provenant d'un REEI³⁷⁰.

Le Comité félicite le gouvernement fédéral d'avoir instauré le Régime enregistré d'épargne-invalidité, de même que les gouvernements provinciaux qui ont déjà exempté les actifs de ce régime des critères d'admissibilité à l'aide sociale relatifs à l'épuisement des ressources.

Recommandation 56

Le Comité recommande que tous les gouvernements provinciaux et territoriaux modifient leurs dispositions législatives concernant l'aide sociale de manière à exempter les sommes investies dans un régime enregistré d'épargne-retraite des critères relatifs à l'épuisement des ressources auxquels il faut répondre pour être admissible à l'aide sociale et à des programmes sociaux.

Ententes relatives au marché du travail visant les personnes handicapées

Le Comité a recommandé que les programmes généraux du marché du travail soient modifiés de manière à réserver un certain pourcentage de places de formation pour les personnes handicapées, et des témoins ont également fait savoir que les ententes actuelles relatives au marché du travail visant les personnes handicapées ont contribué de façon

Il faut à dessein offrir des possibilités de formation aux personnes handicapées, aux immigrants, aux chefs de famille monoparentale et aux Autochtones.

³⁶⁸ Ministère des Finances du Canada, dans Rapport fédéral de 2008 sur les personnes handicapées : Vers l'intégration des personnes handicapées, 2008, p. 119.

³⁶⁹ Ministre des Finances, *Le plan budgétaire de 2007 : Viser un Canada plus fort, plus sécuritaire et meilleur*, 19 mars 2007, p. 87, <http://www.budget.gc.ca/2007/pdf/bp2007f.pdf>, consulté le 28 août 2009.

³⁷⁰ Il s'agit notamment de la Colombie-Britannique, de Terre-Neuve-et-Labrador, du Yukon, du Manitoba, de l'Ontario et de la Saskatchewan.

importante à accroître l'accès à la formation.

Le gouvernement fédéral a décrit l'objectif de ces ententes comme suit :

Les Ententes relatives au marché du travail visant les personnes handicapées ont pour but d'améliorer la situation d'emploi des Canadiens qui souffrent d'un handicap en améliorant leur employabilité, en augmentant le nombre de possibilités d'emploi qui leur sont offertes et en s'appuyant sur leur base de connaissances actuelles. Elles facilitent la coordination des programmes du marché du travail destinés aux personnes handicapées grâce à des accords conclus avec les provinces³⁷¹.

Bien que les organismes voués à la cause des personnes handicapées aient manifesté une préférence pour un programme intégré de développement du marché du travail, leur plan national d'action préconise comme mesure provisoire une augmentation du financement de ces programmes³⁷².

Recommandation 57

D'ici à ce que les programmes de formation courants n'offrent des possibilités aux personnes handicapées en fonction de leur représentation dans la population, le Comité recommande que le gouvernement fédéral augmente et prolonge le financement de la formation prévu dans les ententes relatives au marché du travail visant les personnes handicapées.

5.3 Nouveaux arrivants au Canada

Aperçu

Tous les Canadiens (sauf les membres des Premières nations et les Inuits, de même que leurs descendants) sont des immigrants récents, des demandeurs du statut de réfugié ou des descendants d'immigrants. Depuis l'époque des premiers explorateurs jusqu'au passé récent, en passant par les travailleurs qui ont construit le Chemin de fer Canadien Pacifique, le Canada a bâti le pays même, ses collectivités et ses institutions au moyen d'une immigration soutenue. Plus récemment, la croissance démographique a été fonction des populations d'immigrants et de réfugiés étant donné que le taux de fécondité des femmes d'origine canadienne a décliné³⁷³.

Le Comité a entendu des témoignages qui lui ont rappelé que les obstacles auxquels sont confrontés les immigrants sont des obstacles au développement social et économique du Canada dans son ensemble :

Les obstacles auxquels font face les immigrants nuisent à leurs possibilités d'être des membres complets et égaux de la société canadienne. Ces obstacles sont coûteux, pas seulement pour les nouveaux arrivants, mais aussi pour l'ensemble des collectivités où ils vivent. L'immigration a été et continuera d'être un élément clé du développement du tissu économique, social et politique du Canada. Nous sommes de plus en plus conscients des problèmes que rencontrent les nouveaux arrivants dans ce pays, et ceux-ci sont documentés de façon

³⁷¹ RHDSC, Budget des dépenses 2006-2007 : Rapport ministériel sur le rendement, p. 219.

³⁷² De la vision à l'action : Un Plan national d'action pour bâtir un Canada accessible et inclusif, 2007, p. 5.

³⁷³ Ressources humaines et Développement des compétences Canada, *Canadiens en contexte – Immigration*, <http://www4.rhdsc.gc.ca/.3nd.3c.1t.4r@-fra.jsp?iid=38>, consulté le 30 avril 2009.

extrêmement détaillée dans le rapport. Toutefois, au-delà des détails, ce que je veux dire, c'est que ces problèmes et ces obstacles doivent être reconnus comme des problèmes canadiens plutôt que comme des problèmes d'immigrants. C'est dans notre intérêt que les nouveaux arrivants soient en mesure d'utiliser leurs compétences et leurs ressources.

(Sarah Wayland, associée de recherche, Centre Metropolis de l'Ontario, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008)

Dans le cadre de son programme d'immigration, le Canada accueille trois grands groupes de personnes comme résidents permanents. Ainsi, il facilite l'entrée au pays d'immigrants qui peuvent contribuer au marché du travail et à l'économie grâce à leurs compétences ou à leur expérience des affaires ou encore grâce au capital qu'ils investissent; il accueille des immigrants de la catégorie du regroupement familial qui sont parrainés par de proches parents; il maintient la tradition humanitaire du Canada en permettant la réinstallation de réfugiés de l'étranger et en offrant sa protection aux demandeurs d'asile. De plus, il délivre chaque année des permis de séjour temporaire à des travailleurs, à des visiteurs et à des étudiants, de même qu'à des personnes qui attendent qu'une décision soit rendue au sujet de leur demande du statut de réfugié. Bien que le Comité ait dirigé principalement son attention sur les résidents permanents, il a aussi examiné les incidences des programmes sur d'autres groupes de nouveaux arrivants.

Pauvreté

Immigrants

Comme la plupart des immigrants et des réfugiés continuent de s'installer dans les trois plus grandes villes du Canada, leur pauvreté est étroitement liée aux grands enjeux de la pauvreté en milieu urbain. Des chercheurs de Statistique Canada précisent : « Dans les trois principales villes d'accueil des immigrants (Toronto, Vancouver et Montréal), la presque totalité de l'augmentation du taux de faible revenu pendant les années 1990 était concentrée dans la population immigrante³⁷⁴. »

De plus, les nouveaux immigrants ont vécu la pauvreté différemment des Canadiens de naissance, du moins à Toronto. Plus précisément, l'expérience propre aux immigrants comprenait : « l'emprisonnement spatial et une mobilité retardée; la pauvreté, les privations, l'isolement et le désespoir; la stigmatisation du statut d'immigrant, les circonstances particulières de la pauvreté et le lieu de résidence; le désespoir et le regret³⁷⁵. »

L'expérience des immigrants varie selon leur pays d'origine et selon qu'ils sont admis au Canada à des fins de réunification familiale ou en fonction de leurs titres de compétences.

Même si le Comité a appris que les revenus des nouveaux arrivants au Canada varient selon la catégorie d'immigrants, leur pays d'origine, leurs compétences linguistiques et d'autres

³⁷⁴ Garnett Picot, Feng Hou et Simon Coulombe, *Le faible revenu chronique et la dynamique du faible revenu chez les nouveaux immigrants*, Statistique Canada, 2007, p. 12.

³⁷⁵ Heather Smith et David Ley, *The Immigrant Experience of Poverty in Toronto Neighbourhoods of Concentrated Disadvantage*, Vancouver Centre of Excellence for Research on Immigration and Integration in the Metropolis (RIIM), exposé présenté lors de la Neuvième Conférence nationale Metropolis, mars 2007, p. 15. [traduction]

facteurs³⁷⁶, généralement, le taux de pauvreté chez les immigrants fait de ce groupe l'une des populations les plus « à risque » au Canada³⁷⁷.

Par contre, le risque de pauvreté chez les immigrants diminue à mesure que se prolonge le séjour au Canada et il devient comparable à celui de la population en général (personnes nées au Canada et immigrants au pays au moins dix ans) après environ trois ans³⁷⁸. Toutefois, en comparant des immigrants et des natifs du Canada qui ont un niveau d'instruction et des compétences semblables, des chercheurs ont constaté que la période nécessaire à la convergence des revenus augmente. En fait, les immigrants de première génération pourraient ne jamais rattraper complètement leurs homologues nés au Canada³⁷⁹.

[L]e nombre d'immigrants à faible revenu a augmenté au cours des 25 dernières années. Les immigrants restent pauvres de plus en plus longtemps. Ce qu'on appelait la période de rattrapage, soit le temps requis pour qu'un professionnel immigrant puisse retrouver le niveau de salaire de ses homologues canadiens, était d'environ 16 ans alors qu'aujourd'hui il est de 19 ans à 20 ans. La période de rattrapage s'allonge et le taux d'immigrants à faible revenu augmente.

(Jean-Claude Icart, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008)

Par ailleurs, le niveau d'instruction des immigrants a augmenté considérablement au cours des 25 dernières années. Par suite d'un changement de politique qui a favorisé les immigrants qualifiés et très instruits, les nouveaux arrivants ont désormais un niveau d'études universitaires achevées plus élevé que celui des personnes nées au Canada³⁸⁰. Pourtant, le taux de pauvreté chronique n'a été réduit que de deux points de pourcentage pour les immigrants arrivés en 2000 par rapport à ceux qui sont arrivés en 1992³⁸¹.

Les résultats économiques diffèrent d'une catégorie d'immigrants à l'autre. Une étude de 2003 a permis de constater qu'après 15 ans de séjour au Canada, les travailleurs qualifiés avaient un revenu de près du double de celui des immigrants des autres catégories, comme les réfugiés et les immigrants de la catégorie du regroupement familial et qu'ils avaient moins besoin de l'aide sociale et de l'assurance-emploi³⁸².

Au cours des dernières années, les pays d'origine des immigrants ont beaucoup changé. Une plus faible proportion d'immigrants provient des pays de l'Europe de l'Ouest ou même de l'Est, tandis qu'une plus forte proportion est originaire des pays d'Asie et d'Afrique.

³⁷⁶ *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 juin 2009.

³⁷⁷ Jeff Frank et Jean Lock Kunz, *Nouvelles approches pour lutter contre la pauvreté et l'exclusion*, Projet de recherche sur les politiques, gouvernement du Canada, décembre 2006, p. 6, https://policyresearch.gc.ca/doclib/DecConf/Frank_Kunz_F.pdf, consulté le 26 février 2008.

³⁷⁸ Picot et coll., 2007, p. 16 et 20.

³⁷⁹ Sarah Wayland, *Unsettled: Legal and Policy Barriers for Newcomers to Canada – Literature Review*, Fondations communautaires du Canada et Commission du droit du Canada, 2006, p. 72; Marc Frenette et René Morissette, *Convergeront-ils un jour? Les gains des travailleurs immigrants et de ceux nés au Canada au cours des deux dernières décennies*, Statistique Canada, 2003, p. 9.

³⁸⁰ Cheryl Teelucksingh et Grace-Edward Galabuzi, « Impact of Race and Immigrants Status on Employment Opportunities and Outcomes in the Canadian Labour Market », *Policy Matters*, n° 22, Centre d'excellence pour la recherche en immigration et en intégration, novembre 2005, p. 1.

³⁸¹ Picot et coll., 2007, p. 4 et 9.

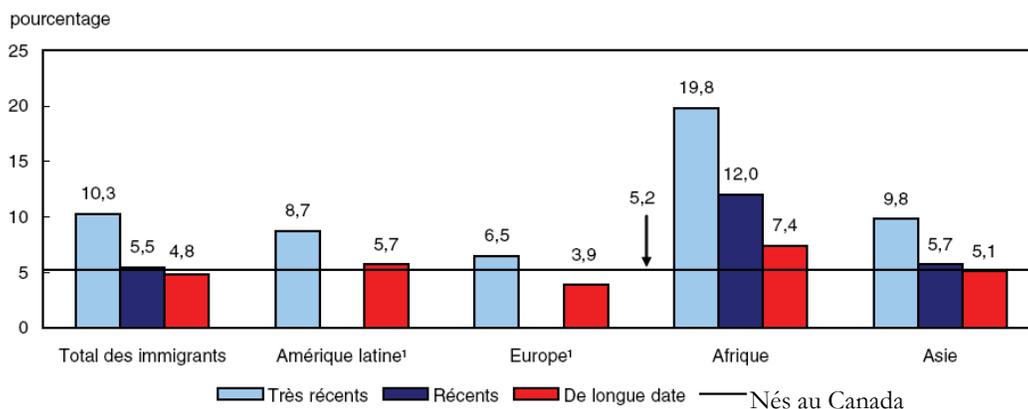
³⁸² Base de données longitudinales sur les immigrants (BDIM), Citoyenneté et Immigration Canada.

Comme il est mentionné ci-dessus, les risques que courent les nouveaux arrivants sont très différents selon le pays d'origine. Une étude récente de Statistique Canada a révélé les tendances suivantes selon le pays d'origine :

- les immigrants nés en Asie du Sud-Est, et notamment ceux nés aux Philippines, ont obtenu les meilleurs résultats sur le marché du travail en 2006 parmi tous les immigrants au Canada, peu importe leur période d'établissement au pays;
- les immigrants nés ailleurs en Asie (y compris au Moyen-Orient) et ceux nés en Amérique latine, en Europe et en Afrique affichaient, en 2006, des taux de chômage supérieurs et des taux d'emploi inférieurs à ceux de leurs homologues nés au Canada;
- les immigrants nés en Afrique éprouvaient des difficultés sur le marché du travail, peu importe leur période d'établissement; en 2006, le taux de chômage des quelque 70 000 immigrants très récents nés en Afrique s'élevait à 20,8 %, soit plus de quatre fois le taux de la population née au Canada³⁸³.

La figure suivante illustre les différences de taux de chômage, ce qui fait ressortir l'incidence de la conjugaison entre l'origine raciale et la période d'immigration sur le risque de pauvreté³⁸⁴.

Figure 19 – Taux de chômage pour les hommes immigrants âgés de 25 à 54 ans selon la période d'établissement, 2006



1. Données pour immigrants récents supprimées en raison d'un CV>33,3 % et/ou d'estimations relatives à de très petits groupes.
Source : Statistique Canada, Enquête sur la population active.

Un témoin a résumé la situation :

[D]epuis 15 ans maintenant la très forte majorité des gens qui viennent s'établir au Canada, en tant qu'immigrants ou réfugiés, viennent des pays du Sud et appartiennent à des communautés « racialisées ». La « racialisation » de la pauvreté combinée avec les barrières systémiques touchant les nouveaux arrivants est un problème lorsque vient le temps de contrer la pauvreté et le manque de logements.

(Roberto Jovel, *Témoignages*, Comité, 1^{re} session, 39^e législature, 10 mai 2007)

³⁸³ Jason Gilmore, *Les immigrants sur le marché du travail canadien en 2006 : analyse selon la région ou le pays de naissance*, Série d'analyses de la population active immigrante, Statistique Canada, document analytique, 2008, p. 19.

³⁸⁴ *Ibid.*

Demandeurs du statut de réfugié

Les principaux pays d'où viennent les réfugiés qui s'installent au Canada sont à peu près les mêmes depuis cinq ans : Afghanistan, Colombie, Iraq, Iran, Soudan, Éthiopie, Somalie et République démocratique du Congo. En 2006-2007, le Mexique était en tête des pays sources de demandes d'asile au Canada, suivi de la Chine, d'Haïti et de la Colombie³⁸⁵.

Comme les réfugiés ne sont pas choisis comme immigrants en fonction de leurs compétences exploitables sur le marché du travail, leurs caractéristiques comme les aptitudes linguistiques, les études et l'expérience de travail varient considérablement. Il s'est fait peu de recherche sur le bien-être économique des réfugiés réétablis ou des demandeurs de statut de réfugié. Les données de Citoyenneté et Immigration Canada (CIC) révèlent que les réfugiés sont beaucoup plus nombreux à demander l'aide sociale que les autres immigrants (surtout au départ) et que leurs gains moyens tirés d'un emploi augmentent avec le temps³⁸⁶. Don DeVoretz a constaté dans son étude que l'emploi était un facteur crucial pour aider les réfugiés à échapper à la pauvreté :

[L]a pauvreté économique a été un problème endémique croissant pour les réfugiés. Chez ceux qui recevaient l'aide sociale, le revenu total était extrêmement faible ou inférieur à 12 000 \$ (en dollars de 1992) par réfugié. Ces maigres résultats ont été observés sept ans après leur arrivée! Ainsi, la réussite d'un réfugié sur le marché du travail dépendait essentiellement des perspectives d'emploi³⁸⁷.

Logement

Les immigrants sont aussi surreprésentés parmi les personnes éprouvant de la difficulté à accéder à un logement abordable. Les témoignages ont fourni au Comité des données quantitatives au sujet de la crise de logements abordables à court terme qui frappe les nouveaux arrivants :

D'après les données de l'Enquête longitudinale auprès des immigrants du Canada (ELIC) que nous avons analysées dans notre projet de comparaison, six mois après leur arrivée au Canada, au moins la moitié des nouveaux venus qui avaient loué un logement à Montréal, à Toronto et à Vancouver consacraient au moins 50 % de leurs revenus au logement. Ce seuil de 50 % est considéré par les spécialistes comme une indication de vulnérabilité extrême, parce qu'il impose de réduire les dépenses sur les autres postes essentiels du budget du ménage pour assumer le coût du logement. Cela entraîne un risque accru d'éviction et d'itinérance si des dépenses additionnelles imprévues empêchent le versement du loyer.

(Damaris Rose, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009)

En 2001, 36 % des immigrants étaient en « état de besoin impérieux de logement », pour utiliser le vocabulaire de la SCHL, contre à peine 13 % de la population non immigrante³⁸⁸.

Près de trois fois plus d'immigrants que de personnes nées au Canada éprouvent de la difficulté à accéder à un logement abordable et des problèmes quant à la sécurité de leur logement.

³⁸⁵ Commission de l'immigration et du statut de réfugié du Canada, *Rapport sur le rendement 2006-2007*, p. 15.

³⁸⁶ Banque de données longitudinales sur les immigrants (BDIM), Citoyenneté et Immigration Canada.

³⁸⁷ Don DeVoretz et coll., *The Economic Experiences of Refugees in Canada*, document de travail n° 1088, Institute for the Study of Labor, mars 2004, p. 30. [traduction]

³⁸⁸ Wayland (2007), p. 4.

Un chercheur qui a déjà comparu devant le Comité nous a cité des données tirées de l'ELIC, montrant que près de quatre répondants sur 10 disaient avoir eu du mal à trouver un logement pendant leurs six premiers mois de résidence permanente³⁸⁹. Ce chercheur a aussi précisé que les obstacles sont de nature diverse : certains sont intrinsèques à l'immigrant lui-même (ethnicité, âge), d'autres sont passagers (taille de la famille, niveau de revenu), et d'autres encore sont indépendants de la volonté (structure du marché de l'habitation et possibilité d'avoir accès à un logement abordable ou subventionné³⁹⁰).

Les organismes d'immigrants savent à quel point le logement est important comme moyen de résoudre et d'atténuer le problème de la pauvreté chez les nouveaux arrivants. Le coordonnateur de l'Immigrant and Refugee Community Organization of Manitoba, par exemple, estime que la première chose à faire pour soulager la misère des immigrants dans sa province est d'accroître le nombre des logements à prix abordable³⁹¹. Pourtant le Comité a appris que le logement ne faisait pas partie des services financés au moyen des fonds d'aide à l'établissement des immigrants qui sont versés à des organismes de la société civile³⁹².

La recherche préparatoire au Plan décennal de Calgary pour l'élimination de l'itinérance mentionne aussi la nécessité d'offrir des logements plus grands capables d'accueillir les familles nombreuses de la population immigrante³⁹³, propos qui ont été repris dans un contexte national :

[Dans] une étude sur les besoins en logement des immigrants à l'échelle nationale [,] [t]ous nous ont dit qu'ils avaient besoin de logements plus spacieux parce que les familles sont à l'étroit ou que la famille élargie voudrait vivre ensemble pour qu'un des adultes puisse s'occuper des enfants et de la maison pendant que les autres vont travailler; or ils ne peuvent le faire parce que nous n'avons pas les logements voulus à leur offrir.

(Barbara Wake Carrol, professeure, Département de sciences politiques, Université McMaster, *Témoignages*, 1^{re} session, 39^e législature, 17 mai 2007)

Recommandation 58

Le Comité recommande que le gouvernement fédéral collabore avec les gouvernements provinciaux et les fournisseurs de logements sociaux en vue d'offrir des unités de logement plus spacieuses aux familles nombreuses.

³⁸⁹ *Ibid.*

³⁹⁰ *Ibid.*, p. 5.

³⁹¹ Abdikheir Ahmed, cité dans « Head of Manitoba organization says immigrants struggling in poverty », *Presse canadienne*, 14 août 2008.

³⁹² Dan Hiebert, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009.

³⁹³ Ontario Council of Agencies Serving Immigrants, mémoire présenté au Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009, p. 4; Sharon M. Stroick, *Homelessness: What Do We Know?*, présentation pour le Community Summit on Calgary's 10-year Plan to End Homelessness, Calgary, 23 avril 2007, diapositive 51,

http://www.calgary.ca/docgallery/bu/cns/homelessness/homelessness_what_do_we_know.pdf, consulté le 30 avril 2009.

Itinérance

L'expérience de l'itinérance varie toutefois d'un immigrant à l'autre, même dans les grandes villes carrefours. Des études menées tant à Vancouver qu'à Calgary ont permis de constater que les groupes ethnoculturels se comportent de façon à empêcher l'itinérance absolue, même chez les nouveaux arrivants à très faible revenu³⁹⁴. Toutefois, les auteurs de ces études sont arrivés à la conclusion que bien des nouveaux arrivants sont dans une situation d'itinérance cachée et n'ont pas de réel chez-soi³⁹⁵. Or, une étude menée deux ans auparavant à Toronto avait révélé que de plus en plus de clients des refuges étaient en fait des immigrants, et recommandait la mise en place de refuges accessibles sur les plans culturel et linguistique afin de répondre aux besoins d'une clientèle qui devait augmenter³⁹⁶.

En cas de crise de logement, les nouveaux arrivants dans le besoin se tournent davantage vers la famille élargie et de personnes originaires du même pays et déjà établies au Canada que vers des services plus usuels.

Selon une étude plus récente effectuée à Toronto qui a porté sur les femmes sans-abri ayant des enfants, les femmes qui n'ont pas obtenu le statut de résident permanent étaient particulièrement vulnérables à l'itinérance³⁹⁷. Leur utilisation des refuges était suffisante pour justifier un programme de logement destiné aux femmes en attente d'une décision relative à leur demande du statut de réfugié qui servirait mieux leurs intérêts et permettrait de libérer des places dans les refuges familiaux, lesquels sont censés être des logements de transition.

Voilà qui cadre avec la recherche d'un géographe de l'Université York qui a identifié les groupes à risque d'itinérance : les personnes sans statut au Canada, les demandeurs du statut de réfugié, les minorités visibles, les chefs de famille monoparentale, les jeunes et les femmes qui quittent des situations de violence familiale³⁹⁸. Cette recherche a également confirmé que chez certains groupes d'immigrants, le recours à l'aide informelle de membres d'un groupe déjà établis au pays supplante l'utilisation de services plus usuels³⁹⁹.

³⁹⁴ Daniel Hiebert et coll., *The Profile of Absolute and Relative Homelessness Among Immigrants, Refugees, and Refugee Claimants in the GVRD: Final Report*, mai 2005, p. vi; ville de Calgary, *Background Research for the 10-Year Plan to End Homelessness in Calgary*, février 2007, p. 67, http://www.calgary.ca/docgallery/bu/cns/homelessness/background_research_10_year_plan_end_homelessness.pdf, consulté le 30 avril 2009.

³⁹⁵ *Ibid.*, p. x.

³⁹⁶ Access Alliance, *Executive Summary: Best Practices for Working with Homeless Immigrants and Refugees*, mars 2003, p. 4, http://www.settlement.org/downloads/BP_Executive_Summary.pdf, consulté le 30 avril 2009.

³⁹⁷ Emily Paradis et coll., *Better Off in a Shelter? A Year of Homelessness & Housing among Status Immigrant, Non-Status Migrant, & Canadian-Born Families*, Centre for Urban and Community Studies, Université de Toronto, juillet 2008, p. iii, <http://www.urbancentre.utoronto.ca/pdfs/researchbulletins/ParadisetalBetterOffinaShelter7-2008.pdf>, consulté le 30 avril 2009.

³⁹⁸ Robert Murdie, *Immigrants, Housing, & Homelessness: What Do We Know?*, présentation, diapositive 5, <http://www.urbancentre.utoronto.ca/pdfs/researchbulletins/ParadisetalBetterOffinaShelter7-2008.pdf>, consulté le 30 avril 2009.

³⁹⁹ *Ibid.*, diapositive 6.

Deuxième génération

Selon le recensement de 2001, environ une personne sur huit nées au Canada a au moins un parent né dans un autre pays⁴⁰⁰. Cela signifie que les enfants d'immigrants et de réfugiés forment une partie importante de la population. Il apparaît que leur niveau de scolarité et leurs résultats sur le marché du travail

Bien que les immigrants finissent généralement par avoir un revenu comparable à celui des personnes nées au Canada, ils le font moins rapidement que les générations antérieures.

[...] ne sont en rien pires et sont, de nombreuses façons, meilleurs que ceux des Canadiens dont les parents sont nés au Canada. Les Canadiens de deuxième génération sont moins susceptibles de ne pas être titulaires d'un diplôme d'études secondaires et plus susceptibles de posséder un diplôme universitaire; la prévalence de l'obtention de paiements de transfert gouvernementaux et les taux d'emploi et de chômage sont les mêmes pour les deux groupes, et les gains moyens des Canadiens de deuxième génération sont plus élevés⁴⁰¹.

Le fait que les familles immigrantes ont tendance à quitter les quartiers à faible revenu dans les cinq années suivant leur arrivée au Canada⁴⁰² laisse entendre que de nombreux problèmes liés à l'immigration ne sont pas transmis à la génération suivante.

Les données sur les hommes et les femmes dont les parents étaient des immigrants au Canada montrent que leurs taux d'obtention d'un diplôme d'études secondaires sont plus élevés que ceux des personnes dont les parents sont nés au Canada, mais que leur revenu est fonction de leur sexe : les femmes dont les parents sont des immigrants ont un revenu supérieur à celui des femmes dont les parents sont nés au Canada, ce qui n'est pas le cas chez les hommes⁴⁰³, et la disparité de revenus est encore plus grande quand ces hommes font partie d'une minorité visible.

Problèmes persistants

Le Comité a été mis au fait des problèmes particuliers auxquels sont confrontés la plupart des nouveaux arrivants au Canada, surtout depuis quelques années, les pays sources ayant changé. Il est particulièrement préoccupé eu égard à la conjoncture car il sait que pour les immigrants, la transition économique est étroitement liée au cycle économique au moment de leur arrivée⁴⁰⁴. Les personnes qui arrivent au Canada pendant la récession économique pourraient donc avoir des problèmes encore plus difficiles à surmonter.

Bien que les immigrants finissent généralement par avoir un revenu comparable à celui des personnes nées au Canada, ils le font moins rapidement que les générations antérieures.

⁴⁰⁰ Abdurrahman Aydemir, Wen-Hao Chen et Miles Corak, *Mobilité intergénérationnelle des gains chez les enfants des immigrants au Canada*, Statistique Canada, 2005, p. 20.

⁴⁰¹ Ibid.

⁴⁰² Philip Oreopoulos, *Examen critique des effets des quartiers au Canada*, document de travail, série 004, Projet de recherche sur les politiques, 2005, p. 1.

⁴⁰³ Boris Palameta, « L'intégration économique des enfants d'immigrants », *Perspective*, Statistique Canada, octobre 2007, p. 15.

⁴⁰⁴ David Ley, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008.

Le Comité a appris que le processus d'établissement comporte trois étapes :

Premièrement, les nouveaux arrivants ont des besoins immédiats d'aide et de services d'accueil, y compris de formation linguistique de base. Deuxièmement, ils ont des besoins intermédiaires, tels que l'accès au marché du travail, les logements, les services de santé et le perfectionnement des études. Troisièmement, ils ont des besoins à long terme où ils tentent de devenir des participants égaux dans l'économie et la société canadiennes.

(Sarah Wayland, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008)

À cet égard, des témoins ont signalé au Comité que les organismes d'aide à l'établissement, grâce à une aide financière du gouvernement fédéral, offrent des services de soutien à la première étape, mais que la deuxième comporte un plus grand défi à la pleine intégration. D'autres témoignages et mémoires présentés au Comité abondent dans le même sens.

Le Comité traitera de l'intégration des immigrants dans la prochaine section de son étude, mais il comprend que pour certains immigrants, ces obstacles entraînent la pauvreté, des difficultés à trouver un logement et même l'itinérance relative.

Emploi

Tant pour les nouveaux arrivants que pour les personnes nées au Canada, l'emploi est un facteur essentiel pour prévenir la pauvreté ou pour en sortir. Le Comité a pris connaissance des obstacles à l'emploi auxquels se heurtent les immigrants et les demandeurs du statut de réfugié de toutes les catégories.

Reconnaissance des titres de compétences

Le principal obstacle que doivent surmonter les personnes admises comme immigrants qualifiés consiste à faire reconnaître par les employeurs canadiens les titres de compétences obtenus dans leur pays :

Il existe une énorme disparité [...] entre la politique d'admission, ou de sélection, au Canada, et la réussite de l'intégration. [C]ela crée une crise pour les immigrants. [C]'est souvent une source d'angoisse, voire de colère, chez les immigrants, que les conditions qu'ils doivent remplir pour entrer au Canada et l'évaluation de leurs titres de compétence au cours du processus d'admission ne sont pas conformes à la dévaluation de ces titres une fois qu'ils cherchent un emploi.

(David Ley, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008)

Cet obstacle est bien connu et il a beaucoup retenu l'attention du public, y compris celle des gouvernements fédéral et provinciaux.

Le Comité a pris connaissance des efforts considérables que déploient les gouvernements fédéral et provinciaux et les organismes non gouvernementaux d'aide à l'établissement pour trouver aux nouveaux arrivants des emplois qui correspondent à leurs titres de compétences et à leur niveau de scolarité, et il a été mis au fait des obstacles qui continuent d'empêcher la reconnaissance des titres de compétences obtenus à l'étranger. Il salue ces efforts, notamment le rôle de coordination fédérale que joue le Bureau d'orientation relatif aux titres de compétences étrangers afin de

La reconnaissance des titres de compétence obtenus dans d'autres pays est une étape essentielle de la sécurité économique de nombreux nouveaux arrivants. L'expérience de travail au Canada est un autre facteur important à cet égard.

travailler avec les centaines d'organisations professionnelles qui établissent les normes et les exigences au Canada. Un témoin a résumé le dilemme :

En général, les nouveaux immigrants ont des niveaux d'éducation et de certification professionnelle plus élevés qu'auparavant; du moins, c'est plus élevé que chez la famille canadienne moyenne. En outre, notre économie n'est pas en mesure d'absorber ces gens, leurs compétences et leur contribution à l'économie de façon adéquate.

(Frances Lankin, *Témoignages*, Comité, 2^e session, 39^e législature, 28 février 2008)

Comme le gouvernement fédéral a commencé à s'attaquer à ces problèmes, une recommandation figure dans la description des initiatives en question, plus loin dans la présente section du rapport.

Manque d'expérience au Canada

Le Comité est conscient que la reconnaissance des titres de compétences étrangers n'aboutit pas nécessairement à l'obtention d'un emploi, même dans le cas d'immigrants qualifiés :

La reconnaissance des titres de compétences ne garantit pas un emploi. Ce n'est pas parce qu'un immigrant détient un document qui décrit ses compétences qu'un employeur va l'embaucher. C'est là le nœud du problème. Le gouvernement fédéral applique des normes pour l'entrée au pays, pour la majeure partie, ne s'occupe pas du tout de l'embauche des immigrants. L'accès au marché du travail se fait essentiellement dans le secteur privé et dans le secteur public. Le gouvernement fédéral pourrait donner l'exemple à cet égard. La reconnaissance des titres de compétences n'est qu'un petit élément dans l'ensemble.

(Sarah Wayland, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008)

Comme il a été mentionné dans une section précédente, les obstacles à l'emploi des nouveaux arrivants sont nombreux. Par exemple, des employeurs potentiels exigent souvent de l'expérience au Canada; il est alors pratiquement impossible pour les immigrants d'obtenir des emplois dans les domaines qui correspondent à leurs études ou à leur formation. Le racisme et la discrimination sont aussi des obstacles importants. Un mémoire présenté au Comité proposait :

*[...] que le gouvernement accorde une incitation aux entreprises qui donnent à un immigrant son **premier** emploi au Canada dans **son** domaine de compétence. Nous nous débarrasserions ainsi du jour au lendemain de cette réponse affreuse : « Vous n'avez pas d'expérience au Canada⁴⁰⁵. »*

Deux témoins experts ont proposé la même solution :

Nous avons entendu que nous devrions peut-être avoir des programmes de préparation à l'emploi. Nous fournirions un financement ou des subventions pour que les employeurs embauchent les personnes qui ont déjà les titres de compétence, mais manquent d'expérience au Canada. Elles pourraient alors, à tout le moins, entrer dans la profession en participant à ce programme de préparation à l'emploi. On peut espérer qu'elles pourraient acquérir l'expérience canadienne nécessaire pour faire avancer leur carrière dans ce domaine. Le gouvernement pourrait peut-être envisager la possibilité de financer des programmes de préparation à l'emploi pour ces professionnels.

(Avy Go, directrice, Metro Toronto Chinese and Southeast Asian Legal Clinic, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008)

⁴⁰⁵ Nick Noorani, opinion de Nick Noorani à propos de *Pauvreté, logement et sans-abrisme : enjeux et options*, mémoire présenté au Comité, p. 3.

[N]ous allons devoir vraiment faire nôtre l'idée d'étudier des mesures incitatives. Nous devons examiner des questions comme l'équité en emploi, mais nous devons également disposer de mesures incitatives qui vont au-delà de ce cadre. [...] Il faut que nous soyons en mesure de dire aux employeurs que notre avenir passe par l'immigration. Comme gouvernement et comme pays, c'est ce que vous devez prendre en compte. [...] [N]ous allons devoir prendre une inspiration profonde et dire oui, nous allons devoir donner un peu d'argent à certains employeurs du secteur privé.

(Debbie Douglas, directrice exécutive, Ontario Council of Agencies Serving Immigrants, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009)

Le Comité croit que le gouvernement fédéral est responsable dans une certaine mesure d'aider les immigrants à réussir sur le marché du travail, surtout ceux choisis comme travailleurs qualifiés. Une mesure incitative à l'intention des employeurs pourrait favoriser l'emploi de nouveaux arrivants et aider ceux-ci à surmonter les obstacles liés à l'expérience au Canada et au racisme. Le gouvernement fédéral devrait étudier l'instauration d'un crédit d'impôt pour les employeurs qui offrent leur premier emploi aux nouveaux arrivants. Le Programme québécois d'aide à l'intégration des immigrants et des minorités visibles en emploi est un modèle intéressant à cet égard.

Recommandation 59

Le Comité recommande que le gouvernement fédéral instaure un crédit d'impôt pour les employeurs qui procurent aux nouveaux arrivants leur premier emploi dans leur domaine de compétences.

Accès à des revenus

Parrainage

Pour assurer la réunification des familles, des membres de la famille d'un nouvel arrivant qui sont déjà établis au Canada sont tenus de le « parrainer ». Conformément à une entente de parrainage ayant force obligatoire, le parrain accepte la responsabilité du nouvel arrivant pour une période de dix ans. Si celui-ci demande et reçoit des prestations d'une vaste gamme de programmes de sécurité du revenu, y compris l'aide sociale, le parrain est juridiquement responsable de rembourser les fonds reçus. Voilà qui explique vraisemblablement la sous-représentation des nouveaux arrivants parmi les bénéficiaires de l'aide sociale, comme l'a expliqué un témoin :

Les immigrants qui sont parrainés par un membre de leur famille pour une période de dix ans après leur arrivée au Canada sont plus vulnérables à la pauvreté et à des problèmes plus graves encore selon leurs relations avec leur parrain et la santé de celui-ci.

En Colombie-Britannique, 3,5 % de la population a demandé sur sa déclaration d'impôt de 2005 à bénéficier de l'aide sociale. Au sein de la collectivité des immigrants, c'est-à-dire des gens qui ne sont pas nés au Canada, ce pourcentage n'était que de 1,5 %. C'est une statistique extraordinaire lorsqu'on réalise qu'il s'agit là d'un groupe dont les revenus moyens sont faibles et qui ne touche cependant que des taux très faibles d'aide sociale. Nous devrions nous demander très sérieusement ce que cela signifie.

(Dan Hiebert, professeur de géographie, Université de la Colombie-Britannique, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009)

Sécurité de la vieillesse/Supplément de revenu garanti (SV/SRG)

La Sécurité de la vieillesse est souvent considérée comme l'équivalent d'un « supplément de revenu garanti » pour les Canadiens de plus de 65 ans sans que ne soient pris en compte les autres sources ou niveaux de revenu, sauf bien souvent dans le cas des immigrants.

Exigence de résidence

Les immigrants admis au Canada comme demandeurs de la catégorie du regroupement familial depuis moins de 10 ans ne sont pas admissibles à la SV. Cette exigence de résidence a été décrite comme « une grave défaillance du système dont de nombreux immigrants âgés sont victimes⁴⁰⁶ ».

Ententes du Canada avec d'autres pays

Le Canada a conclu avec certains pays des accords de sécurité sociale prévoyant le versement de prestations de la SV (et éventuellement du Régime de pensions du Canada) par le Canada ou le pays d'origine à des aînés qui n'ont pas vécu au Canada pour la période exigée⁴⁰⁷. Ce ne sont toutefois pas tous les immigrants qui peuvent profiter de ces accords :

Les gens qui viennent de Chine, d'Inde, du Pakistan et de Russie, des pays qui ont compté au cours de la dernière décennie parmi les dix nous ayant donné le plus d'immigrants, et les immigrants âgés qui arrivent, ont essentiellement bénéficié, parmi la gamme de nos politiques en matière d'immigration, des mesures visant à permettre le regroupement familial. Comme ces gens ne sont pas en mesure de travailler au Canada et comme le Canada n'a pas conclu d'entente avec ces pays d'origine, ils ne bénéficient pas de nos régimes de retraite. Cela impose une charge indue aux familles qui arrivent.

(Debbie Douglas, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009)

Règle des 40 ans

De plus, pour être admissible aux prestations maximales de la SV, une personne doit avoir vécu au Canada pendant 40 ans après l'âge de 20 ans. Conformément à la réglementation actuelle, quiconque atteint 65 ans, mais n'a pas vécu au Canada pendant cette période de 40 ans ne recevra jamais les prestations maximales⁴⁰⁸.

Dans son rapport final, le Comité sénatorial spécial sur le vieillissement a attiré l'attention sur le fait que les restrictions imposées pour l'accès aux programmes contribuent à la pauvreté des nouveaux arrivants et il a formulé une recommandation à cet égard⁴⁰⁹. Le Comité spécial fait également mention de l'injustice qui réside dans le fait de refuser aux personnes ayant vécu assez longtemps au Canada pour devenir citoyens l'accès à un programme offert à tous les Canadiens quelle qu'en soit la situation. Le Comité reprend la recommandation du Comité sénatorial spécial sur le vieillissement et reconnaît que la mesure contribuerait à une réduction globale de la pauvreté chez les nouveaux arrivants, notamment en ce qui a trait à la SV/SRG :

⁴⁰⁶ Alternative Planning Group, *Citizenship Matters: Re-examining Income (In)Security of Immigrant Seniors*, Wellesley Institute, mai 2009, p. 6.

<http://www.wellesleyinstitute.com/files/APG%20report%20final.pdf>, consulté le 23 août 2009.

⁴⁰⁷ Service Canada, *Les accords de sécurité sociale du Canada avec d'autres pays*, <http://www.rhdcc.gc.ca/fra/psr/piae/accordsoc.shtml>, consulté le 23 août 2009.

⁴⁰⁸ Alternative Planning Group, p. 6.

⁴⁰⁹ Comité sénatorial spécial sur le vieillissement, *Rapport final*, p. 36.

Recommandation 60

Le Comité recommande que le gouvernement fédéral réduise à trois ans la période d'immigration parrainée, actuellement de 10 ans, selon le modèle des règles sur le parrainage conjugal, et qu'il modifie en conséquence les conditions de résidence ouvrant droit à des prestations mensuelles en vertu de la *Loi sur la sécurité de la vieillesse*.

Soutien du revenu des réfugiés

Les réfugiés réétablis peuvent être admissibles à une aide financière dans le cadre du Programme d'aide au rétablissement (PAR) pour une période maximale d'un an dans les cas ordinaires et de deux ans dans les cas de personnes présentant des besoins spéciaux dont le rétablissement se fait grâce au Programme de parrainage d'aide conjointe (PAC).

Depuis l'entrée en vigueur de la *Loi sur l'immigration et la protection des réfugiés* en 2002, le gouvernement a accordé plus d'importance au besoin de protection qu'à la capacité de s'établir financièrement au Canada lorsqu'il a choisi des réfugiés voulant se rétablir. Ce changement d'orientation explique dans une certaine mesure les caractéristiques changeantes des réfugiés réétablis qui ont, depuis 2002, des besoins plus nombreux et variés que les réfugiés précédents⁴¹⁰. Ainsi, des chercheurs de la Colombie-Britannique ont constaté que les réfugiés recevant l'aide du gouvernement sont de plus en plus souvent des personnes ayant des problèmes de santé qui ont subi des séjours prolongés dans des camps de réfugiés, et que beaucoup d'entre eux ont très peu d'instruction et un faible niveau d'alphabétisation⁴¹¹.

Compte tenu de la situation de pauvreté que vivent les réfugiés réétablis et des multiples obstacles qu'ils doivent surmonter pour assurer leur autonomie et leur intégration, le Programme d'aide au rétablissement est un outil stratégique précieux dont dispose le gouvernement fédéral pour accroître la sécurité économique de ce groupe vulnérable :

[L]e Canada choisit des réfugiés qui sont dans cette situation depuis longtemps, des gens qui font face à des défis considérables. Il faudra beaucoup de temps à ces gens pour s'intégrer complètement à la société canadienne. Nous devrions adapter nos programmes sociaux et nos programmes de logement pour en tenir compte. Lorsque le Canada a choisi en 2002, pour sélectionner les réfugiés à faire venir au Canada, de faire ce qu'il fallait en accordant plutôt la priorité à leurs besoins qu'à leurs facultés d'adaptation, les budgets affectés à l'intégration sociale de cette population n'ont pas augmenté. Ce fut là une erreur de politique publique qu'il faut corriger.

(Dan Hiebert, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009)

Le Comité craint que cette période d'aide ne soit pas suffisante pour permettre aux familles de réfugiés de s'établir au Canada et d'y devenir financièrement autonomes. Des réfugiés eux-mêmes ont formulé des observations semblables lors d'une évaluation du Programme d'aide au rétablissement (PAR) en Ontario; ils ont accordé à l'aide financière la moins

⁴¹⁰ CIC, *Rapport ministériel sur le rendement, 2007-2008*, p. 37.

⁴¹¹ Gulalai Habib, *Government-Assisted Refugee Settlement in B.C.*, présentation au Metropolis BC Policy Research Symposium, novembre 2008, http://www.riim.metropolis.net/knowledge/ppt/Habib_Metropolis%20BC%20Symposium%20%5BNov702008%5D.ppt, consulté le 22 mai 2009.

bonne note parmi les programmes du PAR et ils ont expliqué les difficultés que le faible niveau d'aide a entraîné pour leur famille⁴¹².

Recommandation 61

Le Comité recommande que le gouvernement fédéral fasse passer la période d'admissibilité des réfugiés au Programme d'aide au rétablissement à deux ans dans les cas ordinaires et à quatre ans dans les cas visés par le Programme de parrainage d'aide conjointe.

Remboursement du prêt lié au déplacement

Le Comité a appris que, lorsque le gouvernement fédéral parraine des réfugiés et les amène au Canada, le coût de leur déplacement est considéré comme un prêt que ces nouveaux arrivants doivent rembourser, souvent avant d'être pleinement intégrés sur le plan économique. Bien que ce groupe soit admissible à l'aide sociale, le Comité a constaté (et traité précédemment dans le présent rapport) que le revenu de ces réfugiés est insuffisant pour payer des dépenses mêmes modestes et encore moins pour rembourser une dette importante. Un témoin a décrit la situation dans laquelle se trouvent les réfugiés :

Je trouve tragique que le programme d'aide aux réfugiés du gouvernement impose à ceux que l'on fait venir au Canada de rembourser le coût de leur voyage. Cela signifie concrètement qu'une famille qui vient d'un autre pays et qui s'est installée dans une ville canadienne reçoit, six mois après son arrivée, une facture qui constitue pour elle une dette très importante. Celle-ci doit être remboursée à même les prestations d'aide sociale, parce qu'elle doit l'être avant même que les gens aient eu la possibilité de se trouver un emploi ou de s'intégrer économiquement à la société canadienne.

Cela impose une charge énorme à ces ménages de réfugiés, qui bénéficient de l'aide de notre gouvernement, et cela pénalise leurs modes de vie. J'aimerais que votre comité s'efforce de convaincre le gouvernement du Canada que ce n'est pas là une bonne politique. Elle met ces gens dans une situation trop défavorable.

(Dan Hiebert, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009)

Recommandation 62

Le Comité recommande que le gouvernement fédéral établisse un calendrier de remboursement et un programme de radiation de la dette liée au déplacement des réfugiés parrainés par le gouvernement, et que ces mesures tiennent compte de la période nécessaire à l'intégration et du revenu du ménage au moment de l'obtention d'un emploi.

Obstacles à la formation

Le Comité a appris que dans de nombreux cas, les obstacles à la formation sont dus au fait que le financement fédéral est axé (pas exclusivement toutefois) sur la formation offerte dans le cadre du régime de l'assurance-emploi. Nombreux sont ceux qui n'y ont pas accès (le

⁴¹² Power Analysis Inc, Evaluation of the Resettlement Assistance Program: Final Report, janvier 2002, p. 74.

problème est traité plus avant dans une autre partie du rapport), et plus particulièrement, les nouveaux arrivants, qui n'ont pas encore travaillé au Canada⁴¹³.

Notre problème avec les immigrants, et en particulier en Ontario, est que non seulement la plupart d'entre eux, en particulier les femmes, occupent des emplois atypiques [...] Mais les immigrants ne sont même pas admissibles au programme de recyclage.

(Debbie Douglas, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009)

Certaines des solutions à ces problèmes font partie des pratiques prometteuses énoncées dans la présente section, et d'autres sont présentées dans les recommandations de la section Cause commune du présent rapport.

Pratiques prometteuses

Services d'aide à l'établissement

Le Comité a constamment entendu parler de l'importance des services offerts par les organisations non gouvernementales partout au Canada afin d'aider les nouveaux arrivants à avoir accès aux programmes et aux services auxquels ils ont droit, notamment des services de soutien du revenu et d'aide en matière de logement pour les réfugiés et des services de soutien linguistique pour les immigrants. Le Comité traitera de ces services plus en profondeur dans la prochaine partie de son étude sur les villes, mais il souhaite souligner l'importance et l'utilité de ces organisations pour ce qui est de favoriser l'intégration à l'emploi et aux collectivités des nouveaux arrivants.

Partout au Canada, des organismes communautaires aident les nouveaux arrivants à s'établir au pays, mais peuvent rarement leur offrir l'appui nécessaire pour qu'ils en viennent à participer pleinement à la vie sociale et économique des villes canadiennes.

Initiatives de reconnaissance des titres de compétences

Le Comité est conscient que le gouvernement fédéral accorde beaucoup d'attention et de fonds à ce dossier afin d'encourager, de favoriser et de coordonner les processus et les politiques visant à reconnaître la scolarité et les titres de compétences des nouveaux arrivants au Canada. Compte tenu des centaines d'organismes professionnels et gouvernementaux intervenant dans l'établissement et l'administration des titres de compétences des Canadiens, et du fait que chaque organisme a un rôle à jouer pour assurer l'évaluation des titres de compétences des immigrants et des réfugiés, il ne s'agit pas d'une mince tâche.

En dépit des préoccupations du Comité relatives aux obstacles persistants, les efforts que déploie actuellement le Bureau d'orientation relatif aux titres de compétences étrangers (CIC et RHDCC) sont importants et utiles. Le Comité salue le gouvernement fédéral pour l'engagement qu'il a pris en 2009 d'établir un cadre de référence permettant d'accélérer l'évaluation et la reconnaissance des compétences étrangères, et pour ses efforts continus afin d'activer la reconnaissance des titres de compétences des nouveaux arrivants.

⁴¹³ Sarah Wayland, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008; Debbie Douglas, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 6 mai 2009.

Recommandation 63

Le Comité recommande que le gouvernement fédéral intensifie ses travaux avec les gouvernements provinciaux et d'autres organismes concernés afin de terminer et de mettre en œuvre un cadre de référence pour la reconnaissance des titres de compétences acquis à l'étranger et qu'il en fasse rapport tous les ans au Parlement.

Programmes de transition

Le Comité a entendu des témoignages sur le rôle des programmes de transition pour aider les nouveaux arrivants à trouver un emploi convenable lorsqu'ils viennent s'établir au Canada⁴¹⁴. Ces programmes comportent des services de mentorat et de formation spécialisée visant à accélérer la reconnaissance des titres de compétences de certains métiers et certaines professions, de même que d'autres services de soutien. Le succès des programmes primés⁴¹⁵ offerts par le Toronto Region Immigrant Employment Council, qui fait appel aux employeurs pour la conception et l'exécution des programmes, n'est plus à démontrer.

Recommandation 64

Le Comité recommande que le gouvernement fédéral appuie les programmes de transition, notamment pour les immigrants qui ont acquis une qualification professionnelle dans leur pays d'origine, au moyen d'ententes et de fonds d'aide à l'établissement des immigrants.

5.4 Chefs de famille monoparentale

Aperçu

Selon Statistique Canada, 72 % du revenu total des familles monoparentales provenaient des gains d'emploi⁴¹⁶, mais le tableau ci-dessous montre que le revenu médian inférieur des familles monoparentales est plus bas que celui des autres types de familles de plus d'une personne au fil du temps, et ce, malgré l'augmentation du revenu ces dernières années. Bien que d'aucuns soutiennent avec force que l'emploi est la condition nécessaire pour réduire la pauvreté, voire l'éliminer, chez les chefs de famille monoparentale, Statistique Canada indique que les travailleurs chefs de famille monoparentale (ainsi que les personnes seules) couraient deux ou trois fois plus le risque de sombrer dans la pauvreté que les travailleurs des autres types de familles⁴¹⁷.

Les chefs de famille monoparentale ont un revenu inférieur à tout autre type de famille de deux personnes ou plus, y compris les couples de personnes âgées.

⁴¹⁴ Avy Go, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008.

⁴¹⁵ *TRIEC receives Ontario's Newcomer Champion Award*, 23 juin 2009, <http://www.triec.ca/news/story/195>, consulté le 18 septembre 2009.

⁴¹⁶ Statistique Canada, *Regard sur le marché du travail canadien, 2007, 2009*, p. 78, <http://www.statcan.gc.ca/pub/71-222-x/71-222-x2008001-fra.pdf>, consulté le 17 juillet 2009.

⁴¹⁷ Dominique Fleury et Myriam Fortin, *Lorsque travailler ne suffit pas afin d'échapper à la pauvreté : une analyse de la pauvreté chez les travailleurs au Canada*, RHDSC, août 2006, p. 40, <http://www.hrsdc.gc.ca/fra/sm/ps/dsc/fpcr/publications/recherche/sp-630-06-06/sp-630-06-06.pdf>, consulté le 17 juillet 2009.

Tableau 2 - Revenu médian après impôt, selon le type de famille économique⁴¹⁸

	1986	1996	2006
	\$ constants de 2006		
Familles économiques, deux personnes ou plus	51 500	49 100	58 300
Familles de personnes âgées	34 600	35 800	42 400
Couples mariés seulement	30 500	35 000	41 400
Ensemble des autres familles de personnes âgées	45 900	38 100	46 800
Familles autres que celles de personnes âgées	54 000	52 000	62 000
Couples mariés seulement	49 700	48 500	57 900
Familles biparentales avec enfants	56 800	56 200	67 900
Couples mariés avec d'autres personnes apparentées	72 900	71 900	88 800
Familles monoparentales	25 300	23 400	34 900
Ensemble des autres familles autres que de personnes âgées	43 300	47 700	55 300
Personnes seules	19 900	18 500	22 800
Hommes âgés	17 800	19 400	22 100
Femmes âgées	16 200	17 800	20 500
Autres hommes que des hommes âgés	24 500	20 600	26 300
Autres femmes que des femmes âgées	21 300	16 600	21 500

Source : Statistique Canada, CANSIM, tableau 202-0605.

Des intervenants et des représentants municipaux ont fait part au Comité de cette tendance qui caractérise les familles monoparentales à faible revenu dans leurs villes et ils lui ont signalé les difficultés particulières auxquelles ces familles font face :

[...] comme la famille a évolué depuis les années 1950 et 1960, chaque recensement révèle un accroissement du nombre de familles monoparentales dirigées par des femmes à Saint John. En conséquence, comme la majorité de ces familles monoparentales ne peuvent pas échapper à la pauvreté, le taux d'enfants de Saint John qui vivent dans la pauvreté continue d'augmenter.

(Tom Gribbons, *Témoignages*, Comité, 1^{re} session, 39^e législature, 13 juin 2007)

En 2004, plus du tiers des chefs de famille monoparentale vivaient sous le seuil de la pauvreté, selon les Mesures de la pauvreté fondées sur un panier de consommation⁴¹⁹. La figure ci-dessous, fournie par un témoin, illustre la baisse des revenus provenant de l'aide sociale offerte aux chefs de famille monoparentale, principalement des femmes. Ceci peut expliquer en partie le taux de pauvreté élevé.

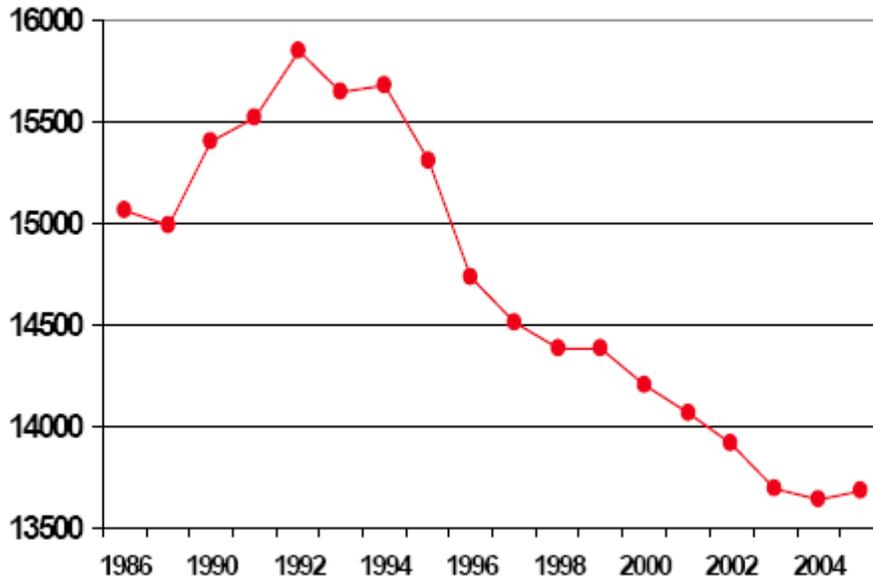
En 2004, plus du tiers des chefs de famille monoparentale vivaient sous le seuil de pauvreté.

⁴¹⁸ Statistique Canada, *Un coup d'œil sur le Canada 2009*, p. 10,

http://www45.statcan.gc.ca/2009/cgco_2009_007-fra.htm, consulté le 17 juillet 2009.

⁴¹⁹ Nathan Laurie, 2007, p. 28.

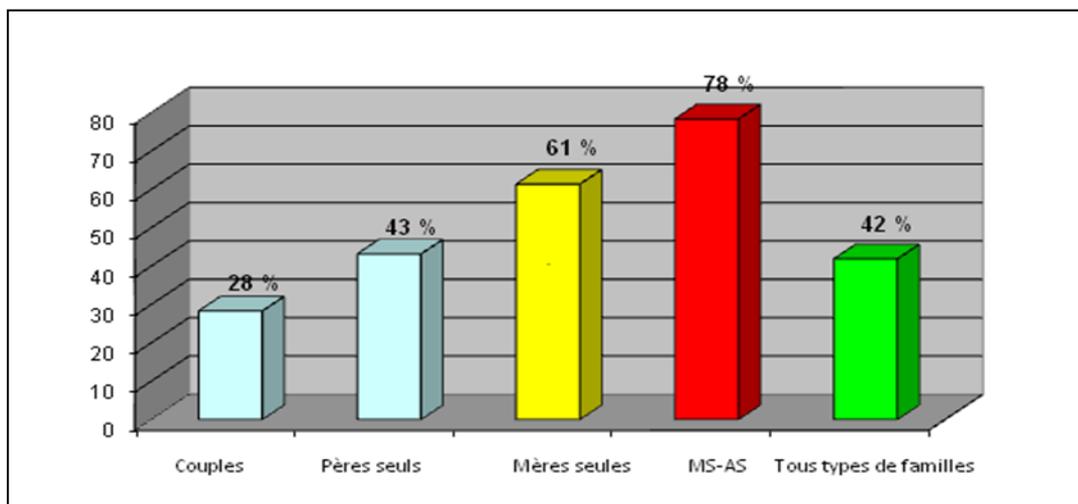
Figure 20 – Revenus nationaux de bien-être social des parents seuls au fil du temps⁴²⁰



Source : Données de l'Enquête sur la dynamique du travail et du revenu, Dunn et Caragata, 2008

Les chefs de famille monoparentale, en particulier les femmes, ont plus de mal à se loger à un prix abordable que les autres types de familles. La figure ci-dessous montre que la proportion de femmes chefs de famille monoparentale qui dépendent de l'aide sociale et qui ont un besoin impérieux en matière de logement est encore plus élevée que pour les autres femmes chefs de famille monoparentale.

Figure 21 – Pourcentage de familles ayant un besoin impérieux en matière de logement⁴²¹



⁴²⁰ Leah Caragata, mémoire présenté au Sous-comité sur les villes, 2^e session, 40^e législature, 2 avril 2009.

⁴²¹ *Ibid.*

Les politiques et les programmes qui revêtent de l'importance pour ce groupe ne visent pas uniquement les chefs de famille monoparentale, sauf pour l'établissement des taux de prestations d'aide sociale par les gouvernements des provinces et des territoires. Le Comité est toutefois conscient que certains programmes ont une importance particulière pour ce groupe (p. ex. investissement dans le développement de la petite enfance, bonification de la Prestation nationale pour enfants et de la Prestation fiscale pour le revenu de travail, et meilleures possibilités d'éducation et de formation). Il a d'ailleurs formulé des recommandations à l'égard de ces programmes dans la section 2 du présent rapport.

5.5 Autochtones

Compétence

Les questions d'ordre juridique et de compétence constitutionnelle qui touchent la responsabilité envers les Autochtones, par opposition aux autres groupes sous-représentés, sont chaudement débattues au Canada depuis de nombreuses années et à de maintes occasions, ce qui rend incertain le sort d'une partie d'entre eux.

Selon l'article 35 de la *Loi constitutionnelle de 1982*, « "peuples autochtones du Canada" s'entend notamment des Indiens, des Inuits et des Métis du Canada ». Malgré cette large définition constitutionnelle, le gouvernement fédéral estime que sa responsabilité, sauf quelques exceptions, s'étend uniquement aux Indiens vivant dans les réserves, alors que les gouvernements provinciaux ont une responsabilité générale envers les Autochtones vivant à l'extérieur des réserves. Ni le gouvernement fédéral ni les gouvernements provinciaux n'acceptent une responsabilité particulière à l'égard des Métis et des Indiens non inscrits. Par conséquent, les Indiens inscrits sont admissibles à un ensemble de programmes et de services fédéraux offerts par divers ministères et organismes fédéraux. Des programmes fédéraux, quoique de moindre envergure, destinés aux Indiens inscrits hors réserve leur sont également offerts. L'éventail disparate de programmes et de services offerts aux Autochtones fait l'objet d'un grief depuis longtemps.

Le paragraphe 91(24) de la *Loi constitutionnelle de 1867* offre un fondement constitutionnel non équivoque pour la responsabilité fédérale à l'égard des membres des Premières nations qui vivent dans les réserves. Le gouvernement fédéral endosse la responsabilité première envers eux, mais convient qu'il n'a pas compétence exclusive en la matière. Le paragraphe 91(24) ne précise pas le statut des Métis et des Indiens non inscrits. Le gouvernement fédéral maintient qu'il n'a pas de responsabilité exclusive à l'égard de ces groupes et que ses responsabilités financières envers eux sont donc limitées⁴²².

En ce qui concerne le débat sur les pouvoirs fédéraux et provinciaux dans de nombreuses sphères de la politique sociale, des témoins se sont dits exaspérés par le manque de coordination :

[...] les ministres et les ministères fédéraux et provinciaux débattent depuis presque un demi-siècle la question de savoir qui est chargé des affaires autochtones. La Commission royale a proposé de résoudre cette question.

⁴²² Calvin Hanselmann et Roger Gibbins, « Another Voice Is Needed: Intergovernmentalism in the Urban Aboriginal Context », dans *Canada: The State of the Federation*, 2003, p. 79.

Il faut la résoudre une bonne fois pour toutes et [...] il faut la résoudre avec l'apport des peuples autochtones. Cinquante ans de débat, ça commence à être trop long.

(Evelyn Peters, professeur, Université de la Saskatchewan, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 3 avril 2008)

Des témoins ont également signalé au Comité qu'ils ne perdent pas leur statut d'Indien s'ils quittent une réserve pour s'établir dans une autre collectivité et que le gouvernement fédéral devrait alors conserver sa responsabilité envers eux :

Il faut reconnaître aussi un autre fait : ce n'est pas simplement parce que nous quittons la réserve que nous perdons notre qualité de Première nation ou je ne sais quoi et, si nous vivons dans la réserve, nous ne faisons habituellement pas face à de la discrimination. C'est lorsque nous la quittons que cela arrive. C'est à ce moment-là que les problèmes commencent à se poser, et ce sont des problèmes importants qui découlent de ce phénomène en particulier.

(Charlie Hill, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 5 juin 2009)

Aperçu

Comme la présente étude porte sur les grandes villes canadiennes et que les communautés autochtones des territoires du nord ou des réserves n'y sont pas établies, le Comité s'est penché sur les Autochtones qui vivent à l'extérieur des réserves. En 2006, Statistique Canada a indiqué que, pour la première fois, plus de la moitié de la population autochtone (54 %) vivait en milieu urbain. La population autochtone urbaine se compose en grande partie de jeunes et se concentre dans les villes de l'Ouest, où elle représente une proportion considérable de la population. La concentration d'Autochtones est particulièrement élevée à Winnipeg, Saskatoon, Regina, Edmonton et Prince Albert.

On a dit au Comité que certains peuples autochtones vivant dans les villes s'intègrent à des collectivités et à des milieux de travail de la classe moyenne⁴²³. Même si divers indicateurs socioéconomiques révèlent que les Autochtones en milieu urbain se tirent généralement mieux d'affaire que leurs compatriotes des réserves, les statistiques sont rarement encourageantes. En 2000, le Conseil canadien de développement social a constaté que les Autochtones en milieu urbain couraient au moins deux fois plus de risque que leurs compatriotes non autochtones de vivre dans la pauvreté. Selon une autre étude, plus de la moitié des ménages autochtones en milieu urbain vivaient sous le seuil de faible revenu⁴²⁴. L'incidence de la pauvreté au sein de la population autochtone urbaine est la plus élevée dans les villes de l'Ouest. C'était le cas notamment à Winnipeg, à Saskatoon et à Regina, où des taux de pauvreté très élevés ont été enregistrés pour les Autochtones.

Les Autochtones qui quittent les réserves ou les terres ancestrales sont plus à risque de subir de la discrimination et de vivre dans la pauvreté; ils sont également exposés à la modification des services qui leur sont offerts et des avantages liés à leur statut.

⁴²³ Douglas Durst, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 avril 2009.

⁴²⁴ Andrew Siggner, « Difficultés associées à l'évaluation des conditions démographiques et socio-économiques de la population autochtone urbaine », *Des gens d'ici – Les Autochtones en milieu urbain*, sous la direction de David Newhouse et d'Evelyn Peters, Projet de recherche sur les politiques, 2003, p. 129.

Il est clair que les Autochtones en milieu urbain, comme les autres, forment un groupe hétérogène. Leur revenu varie considérablement, de même que leurs niveaux de scolarité et leurs situations d'emploi. Depuis quelques années, dans certaines villes, les taux de fréquentation scolaire des Autochtones qui vivent en milieu urbain et qui sont âgés de 14 à 19 ans⁴²⁵ et les taux d'obtention d'un diplôme⁴²⁶ rejoignent les taux des non-Autochtones en milieu urbain. Une proportion grandissante d'Autochtones en milieu urbain a un revenu d'au moins 40 000 \$⁴²⁷. Dans l'ensemble, toutefois, une proportion beaucoup plus grande d'Autochtones établis dans des villes est pauvre comparativement aux citoyens non autochtones⁴²⁸.

En 2001, partout au Canada, les taux d'emploi des Autochtones étaient de dix points de pourcentage inférieurs à ceux des non-Autochtones.

Les Autochtones en milieu urbain sont surreprésentés dans bien des groupes ayant des niveaux de pauvreté élevés, qu'ils soient autochtones ou non. Par exemple, la pauvreté guette beaucoup plus les familles monoparentales en général que les ménages comptant deux parents, mais le risque est encore plus grand pour les familles monoparentales autochtones. La figure ci-dessous indique les taux applicables à certaines villes.

Selon de récentes recherches, dans les quatre provinces de l'ouest, les étudiants autochtones sont surreprésentés dans le groupe des personnes n'ayant pas terminé leurs études secondaires et ils sont largement sous-représentés parmi les personnes ayant fait des études universitaires⁴²⁹. Dans ces provinces, les Autochtones sont sous-représentés parmi les personnes ayant un emploi (figure 23 ci-dessous). Dans l'ensemble du Canada, les Autochtones sont trois fois plus susceptibles d'être sans emploi⁴³⁰.

⁴²⁵ Andrew J. Siggner et Rosalinda Costa, *Situation des peuples Autochtones dans les régions métropolitaines de recensement 1981 à 2001*, Statistique Canada, 2005, p. 28, <http://www.statcan.gc.ca/pub/89-613-m/89-613-m2005008-fra.pdf>, 25 mars 2008.

⁴²⁶ John Lorinc, « Making Space for Urban Aboriginals », dans *The New City: How the Crisis in Canada's Urban Centres Is Reshaping the Nation*, Penguin Canada, 2006, p. 138.

⁴²⁷ Katherine A.H. Graham et Evelyn Peters, *Aboriginal Communities and Urban Sustainability*, document de travail F|27, Réseaux canadiens de recherche en politiques publiques, 2002, p. 31.

⁴²⁸ Evelyn Peters, « Geographies of Urban Aboriginal People in Canada: Implications for Urban Self-Government », dans *Canada: The State of the Federation 2003 – Reconfiguring Aboriginal-State Relations*, sous la direction de Michael Murphy, McGill-Queens University Press, 2003, p. 42.

⁴²⁹ Ben Brunnen, *Achieving Potential: Towards Improved Labour Market Outcomes for Aboriginal People*, Building the New West Project Report #19, Canada West Foundation, 2003, p. 9.

⁴³⁰ *Ibid.*, p. 7.

Figure 22 – Pourcentage d'enfants de moins de 15 ans dans des familles monoparentales, dans certaines villes, 2001⁴³¹

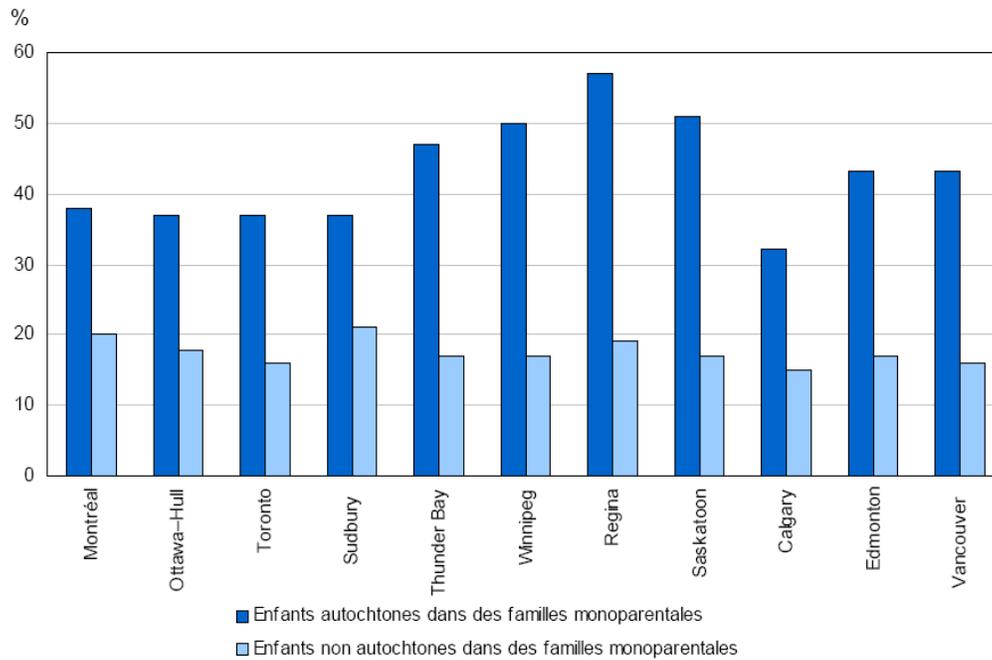
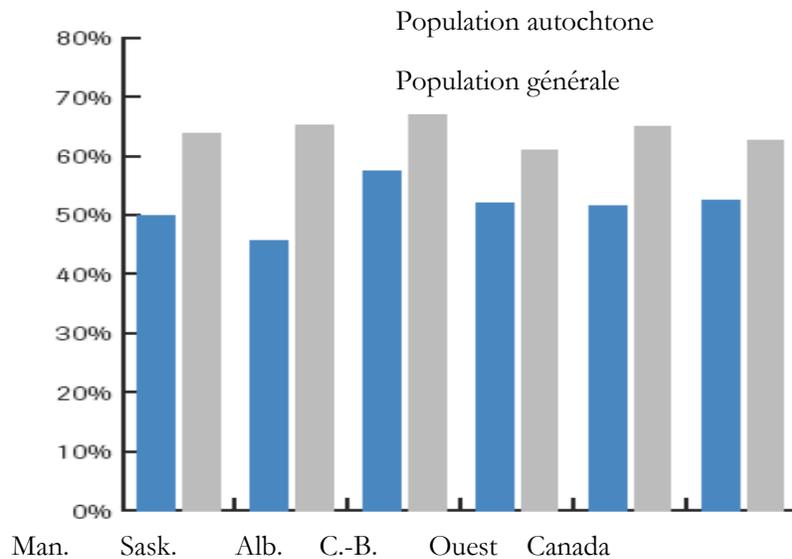


Figure 23 – Taux d'emploi, recensement de 2001⁴³²



Source : Recensement, Statistique Canada

La Commission royale sur les peuples autochtones a constaté que les Autochtones en milieu urbain ne reçoivent pas autant de services de santé et de services sociaux, et ce, à trois

⁴³¹ Siggner et Costa (2005), p. 36.

⁴³² Brunnen, 2003, p. 6.

égards. Bien qu'en théorie ils soient admissibles aux services offerts à la population en général, des conflits de compétence (dont il est question plus loin) et l'accès à des programmes et à des services adaptés à la culture (également abordés plus loin) donnent souvent lieu à un éventail et à un niveau de services inadéquats pour ce segment de population⁴³³. En outre, il arrive souvent que les Indiens inscrits qui vivent à l'extérieur des réserves ne peuvent se prévaloir du même niveau de service.

Enfin, les Autochtones en milieu urbain sont parmi ceux qui ont le plus de mal à trouver un logement abordable et à assurer leur sécurité; ils se concentrent de plus en plus dans les grands centres urbains, en particulier Vancouver, Winnipeg, Toronto, Calgary et Edmonton. Les obstacles qui empêchent les Canadiens à faible revenu d'avoir accès à un logement adéquat sont exacerbés, dans le cas des Autochtones, par le racisme, par un taux de mobilité élevé et par le manque d'expérience nécessaire pour faire face à la complexité de la vie urbaine. Vu l'effet combiné de ces facteurs, des témoins considèrent qu'il faut accorder une priorité absolue au logement pour les Autochtones :

Parmi tous les problèmes liés au logement — c'est-à-dire dans les réserves, à l'extérieur de celles-ci et dans les régions urbaines du Canada —, la question du logement chez les Autochtones est la première que nous devrions régler. Le manque de logements est chez eux tellement plus grave que chez les autres groupes qui composent notre société. Un peu partout dans le monde, on accuse le Canada de négligence dans ce dossier, et on a raison de le faire.

(John Anderson, directeur, Affaires gouvernementales, Association des coopératives du Canada, *Témoignages*, Comité, 2^e session, 39^e législature, 21 novembre 2007)

Problèmes persistants

Ententes relatives à la compétence

Les différends en matière de compétence se répercutent directement sur les membres des Premières nations qui quittent les réserves pour les centres urbains. Ils perdent ainsi leur droit aux prestations de santé, non assurées, incluant les médicaments sur ordonnance et les soins dentaires. Bien qu'ils deviennent admissibles à l'aide sociale et aux programmes de services sociaux de la province, un témoin a décrit la complexité du système :

L'accès aux services est l'une des questions les plus difficiles qui se posent dans le cas des Autochtones handicapés ou des mères ayant des enfants handicapés. Des choses telles que les services de santé non assurés peuvent causer de sérieux problèmes aux personnes qui se trouvent dans cette situation.

Une chose très simple, comme le fait pour une mère d'obtenir des lunettes pour son enfant, peut se transformer en cauchemar parce qu'il faut faire la navette entre les bureaux de la bande, les services de santé fédéraux pour les Indiens et les autorités provinciales. Dans certains cas, les mères n'ayant pas le statut d'Indiennes inscrites sont beaucoup mieux servies parce qu'elles peuvent recourir directement aux différents programmes provinciaux.

(Douglas Durst, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 avril 2009)

Des témoins, dont un est cité au début de la présente section, croient que les membres des Premières nations ne perdent pas leur statut s'ils quittent la réserve pour aller s'établir dans

⁴³³ Résumé dans Hanselmann et Gibbins, p. 80.

d'autres collectivités et ils croient aussi que le gouvernement fédéral devrait conserver sa responsabilité à leur égard.

Financement insuffisant pour le logement hors réserve

L'un des groupes les plus touchés par les problèmes de logements sont les Canadiens autochtones qui vivent à l'extérieur des réserves et qui s'établissent de plus en plus dans des grands centres urbains, notamment à Vancouver, à Winnipeg, à Regina, à Toronto, à Calgary et à Edmonton. Dans le dossier du logement et des services pour les Autochtones, les autorités législatives et exécutives fédérales se sont toujours principalement attardées aux membres des Premières nations dans les réserves. Pour ce qui est du logement hors réserve, le gouvernement dit fournir une aide fondée sur des politiques et non sur un droit conféré par traité. Le gouvernement fédéral offre bien aux Autochtones hors réserve des programmes, quoique de moindre envergure, mais ces programmes reposent encore sur des politiques.

De 1953 à 1993, presque tous les projets fédéraux de logement à prix modique dans le secteur sans but lucratif⁴³⁴ étaient financés au moyen de quatre programmes fédéraux-provinciaux en vertu de la *Loi nationale sur l'habitation*; ces programmes prévoyaient des subventions de capital ou de fonctionnement pour différents types de projets. Le Programme de logement des Autochtones en milieu urbain en était un. Des fonds ont été accordés pour la dernière fois en 1992 à de nouveaux projets réalisés dans le cadre de ce programme. Pendant les 30 années d'existence du programme, moins de 20 000 unités ont été aménagées, dont 11 000 dans des villes et des municipalités. Le gouvernement fédéral offre encore des subventions de fonctionnement pour des projets d'habitation déjà approuvés dans le secteur non lucratif, mais depuis la fin de 1993, il n'a pas financé de nouveaux projets dans le cadre du programme.

En 1996, le gouvernement fédéral a fait le nécessaire pour transférer aux provinces et aux territoires la responsabilité administrative du logement social, incluant le logement autochtone hors réserve. En Ontario, la responsabilité de la gestion de la partie encore active du Programme de logement des Autochtones en milieu urbain a été confiée aux municipalités. Les subventions sont versées uniquement une fois l'hypothèque payée, après quoi les groupes autochtones doivent se débrouiller par eux-mêmes.

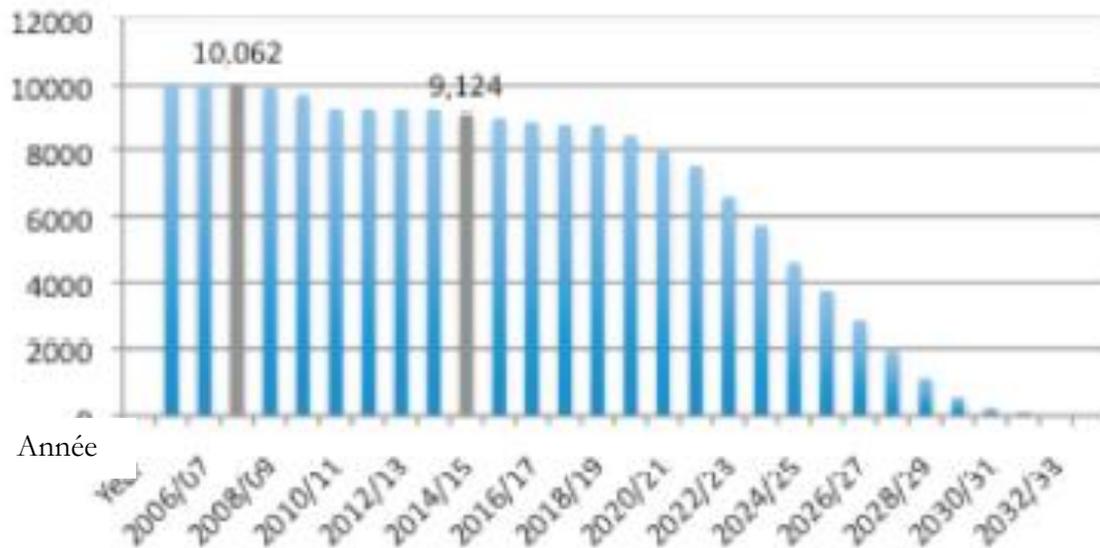
Dans le plan d'action élaboré par l'Association nationale d'habitation autochtone et présenté au Comité, il est indiqué que près de 10 000 unités financées par le Programme de logement des Autochtones en milieu urbain sont « à risque » parce qu'elles ne font plus l'objet de nouvelles subventions et de projets de rénovation depuis que les ententes ont commencé à expirer l'an dernier⁴³⁵. Ces ententes viendront toutes à échéance au cours des 20 prochaines années et le dixième des unités ne sera plus subventionné dans le courant de l'année qui vient⁴³⁶. Le tableau ci-dessous illustre les pertes prévues.

⁴³⁴ Les logements dans le secteur non lucratif sont destinés aux personnes qui n'ont pas les moyens de payer le prix du marché et ils appartiennent au gouvernement, à un organisme sans but lucratif ou à une coopérative.

⁴³⁵ Association nationale d'habitation autochtone, *A Time for Action: A National Action Plan to Address Aboriginal Housing*, juin 2009, p. 11.

⁴³⁶ *Ibid.*

Figure 24 – Expiration des subventions – unités de logement pour Autochtones en milieu urbain⁴³⁷



Bien des fournisseurs de logements non lucratifs perdent également les subventions de fonctionnement qui viennent à échéance dans le cadre d'autres programmes fédéraux :

Le problème que posent l'expiration des ententes et la viabilité ultérieure des projets est plus prononcé dans le dossier des Autochtones vivant en milieu urbain parce que les ententes venaient souvent à échéance plus rapidement; en outre, le ciblage est généralement plus pointu : les résidents ont un revenu plus faible et forment un groupe plus concentré⁴³⁸ [...]

Dans leurs témoignages⁴³⁹ et à l'occasion d'entretiens officieux⁴⁴⁰ avec les membres du Comité, des fournisseurs de logements autochtones en milieu urbain ont expliqué qu'ils ne pouvaient demander le prix du marché pour leurs unités et répondre en même temps aux besoins des locataires autochtones. Ils ne peuvent subventionner indirectement les loyers du marché comme le font de nombreux autres fournisseurs de logements sans but lucratif qui voient également prendre fin les subventions de fonctionnement.

Le Comité a entendu un témoignage qui illustre certaines des répercussions de la situation sur un organisme en particulier :

À Winnipeg, l'entreprise de logements autochtones a maintenant la pénible tâche d'annoncer aux familles autochtones qu'il n'y a plus de subventions rattachées au logement financé par le gouvernement fédéral. Ces familles seront jetées à la rue. [...] [Vendre à profit des unités] pourrait être leur seule option si aucun autre soutien n'est offert aux familles visées.

(Jino Distasio, *Témoignages*, Comité, 1^{re} session, 39^e législature, 17 mai 2007)

⁴³⁷ *Ibid.*

⁴³⁸ *Ibid.*, p. 16. [traduction]

⁴³⁹ Lawrence Poirier et Lynda Browne, *Témoignages*, Comité, 1^{re} session, 39^e législature, 29 novembre 2007.

⁴⁴⁰ Visite rendue par le Sous-comité sur les villes, Gabriel Housing Corporation, Regina, 14 juillet 2009.

On a également dit au Comité que ce programme était nécessaire pour répondre aux besoins des Inuits dans les villes canadiennes :

Un engagement clair de la part du gouvernement fédéral est essentiel pour corriger le fait que les Inuits ne bénéficient pas du même accès que les autres groupes autochtones à des logements adaptés à leurs besoins en milieu urbain. Pour remédier à la situation, il s'agirait de rétablir intégralement le Programme de logement des Autochtones en milieu urbain et de mettre fin au transfert de volets administratifs aux provinces, effectué au cours des dernières années. Il convient que le gouvernement fédéral, plutôt que de se soustraire à ses obligations comme il l'a fait, restaure l'excellent programme qui permettait d'offrir des logements abordables aux Autochtones par l'entremise de la SCHL.

(Lynda Brown, présidente, Inuit Non-Profit Housing Ottawa, *Témoignages*, Comité, 2^e session, 39^e législature, 29 novembre 2007)

Au terme du Programme de logement des Autochtones en milieu urbain, les programmes et les services de logement offerts par le gouvernement fédéral aux Autochtones hors réserve qui vivent en milieu urbain étaient en bonne partie les mêmes que ceux qui étaient offerts à l'ensemble des Canadiens. Il s'agissait de l'Initiative en matière de logement abordable et des programmes de rénovation résidentielle de la SCHL. Les services offerts aux Autochtones hors réserve sont indiqués sur le site Web de la SCHL, mais ce sont généralement des programmes destinés à quiconque y est admissible. Des témoins ont mentionné au Comité qu'ils ne fournissent pas le soutien qui permettrait d'offrir des logements abordables à des Autochtones hors réserve :

Quel que soit le modèle de programme que nous utilisons ou la façon dont nous l'offrons, il ne comprend pas de financement ponctuel ni 25 ans de financement. Il s'agit d'un financement permanent. Il ne disparaîtra pas.

(Lawrence Poirier, *Témoignages*, Comité, 1^{re} session, 39^e législature, 29 novembre 2007)

Recommandation 65

Le Comité recommande que le gouvernement fédéral offre des subventions permanentes aux fournisseurs de logements autochtones hors réserve dans le marché non lucratif pour des unités nouvelles ou existantes, afin de garantir l'offre accrue de logements abordables.

Accès à des services adaptés à la culture

Il arrive souvent que les Autochtones ne puissent se prévaloir de services couramment offerts, soit parce qu'ils se sentent jugés par les fournisseurs (refuges, services de santé), soit parce que les services ne répondent pas à leurs besoins (p. ex. manque de logements sociaux assez grands pour des familles nombreuses). Les Autochtones qui quittent les réserves peuvent aussi éprouver un « choc culturel » :

Pour les Autochtones qui ont vécu dans une réserve, il y a une adaptation culturelle importante et, par conséquent, des programmes et des services adaptés à leur culture peuvent s'imposer surtout si l'objectif est de faciliter la transition. Au lieu de renforcer la pauvreté et la privation par un changement uniquement géographique, il faut peut-être faciliter l'acquisition de connaissances de base et la préparation aux études

*ainsi que l'acquisition de compétences liées au marché du travail pour que les personnes et les familles puissent obtenir des emplois et devenir plus autonomes*⁴⁴¹.

Ces propos cadrent avec un rapport de recherche publié en 2007 sur les moyens de satisfaire aux besoins des Autochtones en milieu urbain qui sont sans abri :

*Les approches utilisées dans les refuges pour Autochtones, qui sont dirigés par des Autochtones, diffèrent fondamentalement de celles des autres refuges. Elles sont plus efficaces et aident davantage les clients*⁴⁴².

Dans son rapport sur les jeunes vivant en milieu urbain, le Comité sénatorial permanent des peuples autochtones exhorte le gouvernement fédéral à affecter des fonds à des services adaptés sur le plan culturel pour les jeunes qui quittent les réserves pour s'établir dans des centres urbains⁴⁴³.

Un témoin a souligné l'importance des programmes dirigés par des Autochtones :

Toute une série d'organisations sous contrôle autochtone — qui ont de grandes chances d'être culturellement adaptées — ont fait leur apparition dans toutes les villes du Canada et même dans quelques régions rurales. Elles dispensent des services appropriés et sont proches des collectivités qu'elles desservent.

(Frances Abele, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 avril 2009)

Perte des prestations

Les membres des Premières nations qui quittent les réserves pour s'établir dans une ville font face à différents obstacles. Outre le fait de perdre leur admissibilité à certaines prestations, par exemple aux soins de santé non assurés, incluant les médicaments sur ordonnance et les soins dentaires, ils font face à un énorme changement culturel.

Pratiques prometteuses

Stratégie pour les Autochtones vivant en milieu urbain

La Stratégie pour Autochtones vivant en milieu urbain a été lancée par le gouvernement fédéral en 1998 pour « répondre, en partenariat avec divers intervenants, aux besoins socioéconomiques pressants des Autochtones vivant en milieu urbain. Elle est conçue pour améliorer l'élaboration des politiques et la coordination des programmes sur le plan fédéral et avec les autres ordres de gouvernement⁴⁴⁴ ». À l'origine, on voulait tenter de coordonner les programmes existants, éviter le chevauchement et combler les lacunes. Mais en 2003,

La Stratégie pour les Autochtones vivant en milieu urbain a obtenu un certain succès dans les collectivités où elle est mise en œuvre, établissant ainsi les bases de diverses mesures de soutien adaptées à la culture.

⁴⁴¹ Association nationale d'habitation autochtone, *A Time for Action*, p. 15. [traduction]

⁴⁴² Andrew Webster, *Sheltering Urban Aboriginal Homeless People: Assessment of Situation And Needs*, Association nationale des centres d'amitié avec la collaboration de l'Institute of Urban Studies, Université de Winnipeg, novembre 2007, p. 9. [traduction]

⁴⁴³ Comité sénatorial permanent des peuples autochtones, *Les jeunes autochtones vivant en milieu urbain*, p. 66.

⁴⁴⁴ Document d'information – La Stratégie pour les Autochtones vivant en milieu urbain, <http://www.ainc-inac.gc.ca/ai/mr/nr/j-a2005/02564abk-fra.asp>, consulté le 27 août 2009.

25 millions de dollars ont été affectés à des projets pilotes; en 2004, on a prolongé le programme jusqu'en 2006-2007 et doublé le budget établi pour les projets pilotes, lequel est passé à 50 millions de dollars. Bien que le programme ait fait l'objet d'études dont les conclusions sont partagées (certaines de ses lacunes ont été abordées dans la section précédente), on s'accordait pour dire qu'il était prometteur et qu'il constituait un modèle qu'il convenait d'étendre à davantage de collectivités.

En 2007, le gouvernement fédéral actuel a pris l'engagement d'affecter à la Stratégie 68,5 millions de dollars sur cinq ans et il a fixé trois grandes priorités : rehausser les connaissances de base, promouvoir les compétences professionnelles, la formation et l'entrepreneuriat; et soutenir les femmes, les enfants et les familles autochtones⁴⁴⁵. Bien que le programme ait toujours eu pour objectif de promouvoir la collaboration intergouvernementale à l'échelon local, le processus de demande de financement nécessite maintenant l'adoption d'un plan communautaire par l'ensemble des intervenants.

Parmi les résultats escomptés d'ici 2012, indiquons l'élaboration et la mise en œuvre de plans d'action stratégique communautaires; l'élargissement des moyens d'action communautaires; le maintien de partenariats; l'harmonisation des politiques et des programmes fédéraux qui touchent les Autochtones en milieu urbain; l'amélioration des conditions socioéconomiques des clients, « ce qui entraîne une mesure accrue d'autonomie et une réduction de la dépendance à l'égard des programmes sociaux⁴⁴⁶ ».

Un témoin a laissé entendre que des progrès avaient été accomplis du moins à l'égard du premier des résultats escomptés :

Pourtant, là où [la Stratégie] a fait du travail, on trouvera probablement des réseaux durables d'organisations de services autochtones.

(Frances Abele, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 avril 2009)

D'autres témoins ont toutefois soutenu que le financement de la Stratégie avait été insuffisant : les fonds ne ciblaient que 14 villes et ils étaient versés pour une infrastructure sociale qui existait déjà⁴⁴⁷. Dans son rapport sur les jeunes vivants en milieu urbain, le Comité sénatorial permanent des peuples autochtones a proposé que la Stratégie serve de mécanisme pour établir la collaboration intersectorielle et intergouvernementale afin de régler les problèmes auxquels se heurtent les jeunes autochtones. Le Comité félicite le gouvernement de son engagement soutenu à l'égard de la Stratégie pour Autochtones vivant en milieu urbain, mais souhaite qu'il adopte le mandat élargi proposé.

Recommandation 66

Le Comité recommande d'utiliser la Stratégie pour Autochtones vivant en milieu urbain comme plateforme pour accroître les investissements et la collaboration afin de s'attaquer aux problèmes de pauvreté et de logement des Autochtones.

⁴⁴⁵ *La Stratégie pour les Autochtones vivant en milieu urbain – Document d'information*, <http://www.ainc-inac.gc.ca/ai/of/ias/bkg-fra.asp>, consulté le 27 août 2009.

⁴⁴⁶ *Modalités et conditions – Pour la stratégie pour les autochtones vivant en milieu urbain*, <http://www.ainc-inac.gc.ca/ai/of/ias/tnc-fra.asp>, consulté le 27 août 2009.

⁴⁴⁷ Calvin Hanselmann, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 3 avril 2008.

Fiducie pour le logement abordable

En 2006, le gouvernement fédéral a joué un rôle plus actif dans les logements pour les peuples autochtones vivant en milieu urbain, et en établissant la Fiducie pour le logement des Autochtones hors réserve, qui représente 300 millions de dollars. Les gouvernements provinciaux et territoriaux prélèvent un financement ponctuel dans cette fiducie pour faire face aux pressions de l'offre de logements abordables. Les fonds seront répartis sur trois ans (2006-2007 à 2008-2009) entre les provinces, proportionnellement à leur population autochtone. La Fiducie pour le logement abordable ne requiert pas de fonds de contrepartie de sources non fédérales tels les provinces et les territoires⁴⁴⁸, mais des témoins ont indiqué qu'il n'y avait pas de fonds de fonctionnement non plus⁴⁴⁹.

On a dit au Comité que l'accès à ce financement par des groupes désireux de construire des logements pour les Autochtones hors réserve était au mieux « sporadique »⁴⁵⁰ et qu'il n'y avait pas d'obligation de rendre compte⁴⁵¹.

Par ailleurs, des témoins ont indiqué au Comité que les fonds, incluant ceux de la Fiducie, devaient être accordés à plus long terme.

Centres d'amitié

Dans des témoignages et des mémoires, il est question du rôle important que jouent les Centres d'amitié dans les villes canadiennes : ces centres fournissent des programmes établis à l'échelon local pour répondre aux besoins des Autochtones vivant en milieu urbain.

*Les Centres d'amitié, les associations de logement pour Autochtones en milieu urbain et les autres organismes de services autochtones jouent un rôle intermédiaire important en aidant des Autochtones à s'intégrer à la vie en milieu urbain hors réserve – le logement est nécessaire, mais il ne répond pas, à lui seul, aux vastes besoins sociaux*⁴⁵².

À l'instar de nombreux organismes, ces centres font face à une demande accrue de services, sans toutefois bénéficier de financement accru de la part de programmes fédéraux qui appuient leurs activités :

Nous avons écopé d'une réduction de 25 % par suite de l'examen des dépenses, et notre niveau de financement est resté bloqué à ce niveau jusqu'à présent. Nous devons nous suffire du financement de 1996 pour régler les problèmes qui se posent en 2009, même si ces problèmes ne cessent pas de se multiplier et de devenir plus compliqués.

(Peter Dinsdale, directeur exécutif, Association nationale des centres d'amitié, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 avril 2009)

Les recommandations contenues dans la prochaine partie du rapport, en ce qui concerne les organismes bénévoles, s'appliquent tout particulièrement à ce programme.

⁴⁴⁸ Au moins deux provinces, soit la Colombie-Britannique et le Nouveau-Brunswick, ont décidé d'affecter des fonds de contrepartie. Une troisième province, l'Alberta, a rejeté la proposition présentée par l'Alberta Affordable Housing Task Force à l'appui des fonds de contrepartie.

⁴⁴⁹ Lawrence Poirier, *Témoignages*, Comité, 2^e session, 39^e législature, 29 novembre 2007.

⁴⁵⁰ Peter Dinsdale, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 avril 2009.

⁴⁵¹ David Seymour, *Témoignages*, Comité, 2^e session, 39^e législature, 29 novembre 2007.

⁴⁵² Association nationale d'habitation autochtone, *A Time for Action*, p. 16. [traduction]

Programmes relatifs au marché du travail

Le gouvernement fédéral s'est concentré pendant un certain temps sur l'éducation et la formation comme principaux outils pour atténuer la pauvreté dans la population en général, de même que chez les Autochtones dans les villes. Comme moyen d'accroître l'employabilité des Autochtones, indiquons la Stratégie de développement des ressources humaines autochtones (SDRHA) et le Conseil de développement des ressources humaines autochtones du Canada.

La SDRHA a été mise en œuvre en 1999 et elle était assortie d'un engagement quinquennal. Elle a été renouvelée pour une autre période de cinq ans prenant fin en 2009. De l'avis de RHDSC,

[...] une stratégie de développement des compétences et des ressources humaines qui s'adresse à tous les Autochtones et qui soutient les organisations autochtones (80 titulaires d'une entente de développement des ressources humaines jusqu'ici) pour qu'elles conçoivent et mettent en place des programmes de développement du marché du travail visant à aider les Autochtones, y compris les Autochtones handicapés, à se préparer à obtenir un emploi durable et valorisant; des programmes spéciaux visant à aider les jeunes Autochtones à faire la transition de l'école au travail ou à retourner aux études; des programmes de garde d'enfants⁴⁵³.

Parmi les 50 000 clients censés avoir reçu des services de 1999 jusqu'à la fin de 2006-2007, on s'attendait à ce que 7 500 soient des Autochtones vivant en milieu urbain⁴⁵⁴.

Le gouvernement a récemment annoncé que le Fonds d'investissement stratégique pour les compétences et la formation des Autochtones allait remplacer les ententes en question et qu'il y avait affecté 75 millions de dollars sur deux ans⁴⁵⁵. Sur le site Web de RHDCC, il est indiqué que le Fonds « permettra de renforcer les partenariats entre les organismes locaux de services de placement et les employeurs au moyen de programmes de formation à l'emploi liés à des occasions professionnelles concrètes. Ce fonds permettra aussi de mieux soutenir financièrement la formation pour les individus qui font face à des obstacles à l'employabilité tels que l'analphabétisme et le manque de compétences essentielles⁴⁵⁶. »

Créé en 1999, le Conseil des ressources humaines autochtones fait partie d'un réseau de conseils qui s'intéressent aux ressources humaines dans certaines industries ou certains secteurs. Il a pour but d'appuyer le recrutement et le maintien en fonction d'employés. Il affiche des offres d'emploi pour les Autochtones et aide les employeurs à créer des milieux de travail où les Autochtones ont leur place, tout en soutenant les chercheurs d'emploi autochtones. Ses services sont

Des programmes particuliers doivent viser les jeunes Autochtones en milieu urbain afin de les aider à terminer leurs études secondaires et à s'inscrire au collège ou à l'université.

⁴⁵³ RHDCC, *Rapport sur les plans et les priorités 2007-2008*, Section III, Renseignements supplémentaires, <http://www.tbs-sct.gc.ca/rpp/2007-2008/hrsdcrhdsc/hrsdcrhdsc05-fra.asp>, consulté le 19 octobre 2009.

⁴⁵⁴ Hanselmann et Gibbins, p. 2.

⁴⁵⁵ RHDCC, « Le gouvernement du Canada annonce la création du Fonds d'investissement stratégique pour les compétences et la formation des Autochtones », communiqué, 17 avril 2009, <http://nouvelles.gc.ca/web/article-fra.do?&nid=444309>, consulté le 23 avril 2009.

⁴⁵⁶ RHDCC, « Fonds d'investissement stratégique pour les compétences et la formation des Autochtones », <http://www.rhdcc.gc.ca/fra/ministeriel/budget/2009/sa.shtml>, consulté le 23 avril 2009.

destinés aux Autochtones en milieu rural et en milieu urbain⁴⁵⁷.

Malgré ces initiatives, le Comité est conscient des obstacles en matière d'emploi et de formation que doivent surmonter les Autochtones vivant en milieu rural, notamment les jeunes. Le Comité félicite le gouvernement d'appuyer des programmes qui prévoient des fonds et des mesures pour la formation et l'emploi des Autochtones, incluant le soutien d'organismes dirigés par des Autochtones, afin d'aider les Autochtones à recevoir une formation ou à trouver un emploi.

Recommandation 67

Le Comité recommande que le gouvernement fédéral maintienne et augmente les fonds et les programmes ciblés pour le soutien de la formation et de l'emploi des Autochtones en milieu urbain et pour les organismes qui les représentent, s'il y a lieu.

Itinérance

Dans certaines villes, les Autochtones sont surreprésentés dans les refuges; dans d'autres, on croit que les chiffres sont en deçà des chiffres réels concernant l'itinérance parce que beaucoup d'Autochtones qui vont s'établir dans les grandes villes ont coutume de rester chez des amis ou de faire la « tournée des canapés⁴⁵⁸ » et sont donc des sans-abri qui ne sont pas recensés.

Le Comité sait qu'il existe un éventail de services offerts par des organismes autochtones dans des villes du Canada, dont bon nombre bénéficient de l'appui de programmes de financement fédéraux pour l'itinérance. Il a aussi appris que l'Initiative de partenariats en action communautaire, puis l'Initiative des partenariats de lutte contre l'itinérance, au niveau local, laissent place à la planification, par les organismes autochtones, pour l'établissement de priorités concernant les Autochtones des collectivités en question, mais ce n'est pas le cas partout.

Comme le milieu urbain est de plus en plus complexe pour les Autochtones, en particulier pour les jeunes, et comme ils sont surreprésentés parmi les personnes à faible revenu et parmi les sans-abri, le Comité est d'avis que les plans communautaires doivent absolument tenir compte des Autochtones afin de répondre à leurs besoins.

Recommandation 68

Le Comité recommande que le gouvernement fédéral demande à un comité ou à un groupe de travail autochtone de déterminer les priorités pour les Autochtones en milieu urbain et que des fonds soient prévus à cette fin à l'intérieur du financement fédéral destiné aux collectivités pour régler les problèmes d'itinérance et de logement.

⁴⁵⁷ Pour de plus amples renseignements, veuillez consulter le site Web du Conseil : <http://www.aboriginalhr.ca/>.

⁴⁵⁸ Douglas Durst, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 avril 2009.

Section 6 – Cause commune

Les gouvernements doivent être davantage à l'écoute des besoins des gens qui habitent dans ces quartiers. Les gouvernements doivent travailler ensemble et adapter leurs programmes pour qu'ils cadrent bien et viennent renforcer ce que d'autres intervenants font, et nous devons abattre les cloisons entre les divers ministères gouvernementaux.

(Judy Maxwell, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 15 mai 2008)

On a fait valoir à maintes reprises au Comité que pas un palier de gouvernement, pas un secteur (secteur public, secteur privé et société civile), pas une industrie ne peut, isolément, avoir le même effet, sur les problèmes étudiés, qu'une collaboration⁴⁵⁹ et un partenariat entre gouvernements et entre secteurs. On nous a dit aussi que les Canadiens – qu'ils soient des universitaires, des élus, des dirigeants du secteur bénévole et communautaire ou des personnes aux prises avec la pauvreté et les problèmes connexes – veulent des solutions et souhaitent que les gouvernements cessent de se renvoyer la balle. Nous sommes tout à fait d'accord.

[O]n ne peut nier le rôle des organismes à but non lucratif dans la lutte contre la pauvreté et l'itinérance. Ils sont responsables sur le plan financier, ils ont des approches originales et ils n'ont pas peur de faire bouger les choses tout en attendant l'intervention du gouvernement.

Rebekah Peters

Secteur bénévole

Comme on l'a dit, on a répété au Comité que de petits groupes de personnes déterminées arrivent à transformer le monde et continuent de le faire, contribuant à l'essor des collectivités⁴⁶⁰ et à l'amélioration des conditions de vie des gens qui manquent d'argent ou vivent dans un logement trop cher ou n'arrivent pas à trouver à se loger convenablement :

[O]n ne peut nier le rôle des organismes à but non lucratif dans la lutte contre la pauvreté et l'itinérance. Ils sont responsables sur le plan financier, ils ont des approches originales et ils n'ont pas peur de faire bouger les choses tout en attendant l'intervention du gouvernement.

(Rebekah Peters, *Témoignages*, Comité, 2^e session, 39^e législature, 6 décembre 2007)

On a dit au Comité que c'était encore avéré dans le cas des nouvelles organisations locales autochtones⁴⁶¹ et de celles qui sont créées pour répondre aux besoins des nouveaux groupes d'immigrants et de réfugiés.

Les témoignages qu'il a entendus ont confirmé au Comité l'importance du secteur bénévole et communautaire pour les groupes vulnérables et ont fait ressortir le double coup que porte la récession : la demande de services a augmenté, mais les dons diminuent⁴⁶². En outre, les

⁴⁵⁹ Rachel Laforest, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 1^{er} mai 2008.

⁴⁶⁰ Derek Ballantyne, *Témoignages*, Comité, 2^e session, 39^e législature, 21 novembre 2007.

⁴⁶¹ Frances Abele, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 avril 2009

⁴⁶² Roger Gibbins, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 2 avril 2009.

témoins ont rappelé au Comité que le financement des organisations locales est une bonne façon de mieux protéger les personnes vulnérables en période de récession :

[U]ne bonne partie des programmes destinés aux Canadiens vulnérables sont assurés par le secteur caritatif, qui a été durement et rapidement frappé par la récession. À titre de comparaison, le secteur automobile est quasi florissant par rapport au secteur caritatif pour ce qui est de l'incidence immédiate de la récession. Si l'on souhaite protéger les Canadiens vulnérables, on peut songer à protéger et à appuyer les organisations caritatives.

(Roger Gibbins, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 2 avril 2009)

Problèmes persistants

Le Comité a appris cependant que ce secteur éprouve des difficultés financières persistantes :

Dans le secteur non lucratif, tout est en train de s'écrouler. Je connais un certain nombre d'organisations qui n'ont rien reçu en fin d'année et qui cherchent maintenant à limiter leurs activités ou à se dissoudre. C'est une période particulièrement difficile pour être une organisation sans but lucratif qui s'occupe de ces enjeux, une organisation qui vise à sensibiliser l'opinion ou, comme c'est le cas de Campagne 2000, une coalition vouée à la défense d'une cause.

(Katherine Scott, vice-présidente à la recherche, Conseil canadien de développement social, *Témoignages*, 1^{re} session, 39^e législature, 10 mai 2007)

Exigences de déclaration

Le gouvernement fédéral et les autres paliers de gouvernement ne facilitent pas les choses aux familles et aux personnes qui veulent s'affranchir de l'aide sociale et accéder à une certaine indépendance financière pas plus qu'ils ne facilitent les choses aux bénévoles et aux personnels restreints qui cherchent à faciliter cette transition et à faire de leurs collectivités des endroits plus accueillants et plus sains pour tous, y compris pour les pauvres et les sans-abri.

Les organisations non gouvernementales qui font un travail innovateur, entre autres, ont fait valoir au Comité que le financement est insuffisant et dispersé, ce qui les force à présenter de nombreuses demandes à des organisations multiples qui exigent de plus en plus de rapports d'activité et d'évaluations des résultats, même pour financer des projets de très courte durée. Elles sont forcées de consacrer beaucoup de temps et de ressources à la recherche de financements et à la production de rapports, au détriment des activités qu'elles sont les seules à pouvoir faire. Sur un autre plan, des fonctionnaires fédéraux nous ont fait part d'une frustration analogue au sujet, en particulier, des exigences de déclaration :

Même dans les cas où les programmes se sont révélés efficaces et qu'ils ont permis de répondre aux besoins définis dans la collectivité, trop de ressources sont affectées à l'obtention de fonds de tous les ordres de gouvernement, à la reconduction de ces fonds et à la production de rapports sur leur utilisation.

Nous cherchons tous à établir un juste équilibre entre la nécessité d'éviter que le fardeau administratif soit trop lourd et la surveillance dont nous faisons l'objet au Parlement et au sein du public et la nécessité de faire preuve de diligence responsable et de responsabilisation en ce qui concerne les valeurs que nous défendons et les résultats que nous obtenons. C'est une question d'équilibre.

(Andrew Treusch, *Témoignages*, Comité, 1^{re} session, 39^e législature, 26 avril 2007)

Des témoins ont dit au Comité que la recherche et l'administration des financements monopolisent du temps et des ressources au détriment de la mission essentielle des organisations. Un spécialiste a résumé la situation en ces termes :

Cette tendance [à privilégier de plus en plus des subventions à court terme liées à des projets précis, au détriment d'un financement à long terme et plus stable] a eu des effets dévastateurs sur les organismes bénévoles partout au Canada. Plusieurs recherches ont montré que les contraintes de financement croissantes, la multiplication des projets à court terme et le fait que les subventions liées aux projets ne permettent pas aux groupes de financer leurs activités de base ont rendu le financement de ces organisations de plus en plus instable. La perte d'infrastructure causée par le financement par projet et la compression des frais administratifs peut amener ces organisations à s'écarter de leur vocation première.

(Rachel Laforest, professeure adjointe, Université Queen's, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 1^{er} mai 2008)

Durant ses visites sur place, le Comité a entendu non seulement des gens qui ont connu la pauvreté ou l'itinérance, mais aussi des employés des organisations qui servent les personnes vulnérables. Le personnel sait maintenant bien comment recueillir et présenter des chiffres et des évaluations sur les programmes, mais on estime néanmoins que les exigences de déclaration sont exagérément lourdes et inefficaces. On propose une simplification des exigences de déclaration pour alléger le fardeau administratif tout en conservant une reddition de comptes suffisante.

Ces organisations ont insisté aussi sur l'importance d'assurer la pérennité à long terme du financement des programmes, en particulier dans le cas des programmes dont l'efficacité est avérée. Certains de ces programmes sont administrés depuis plus de 20 ans, mais sont traités comme des programmes nouveaux qui doivent encore faire leurs preuves à chaque demande de subvention, nous a-t-on dit lors de nos visites sur place.

En outre, le cycle de financement à court terme nuit à la capacité des organisations de réagir au niveau local. Les responsables des organisations ont dit au Comité combien ils ont du mal à offrir un service efficace, efficient et innovateur. Leurs propres capacités ne semblent pas en cause, mais le financement, en particulier le financement provenant du secteur public, fait problème. Cette entrave à l'innovation a aussi été soulignée par les témoins qui ont comparu devant le Comité⁴⁶³. Il faut un financement plus souple pour permettre l'innovation et l'intervention en temps opportun.

Dans son rapport de 2009 sur la santé des populations, le Comité avait signalé l'importance d'un financement pluriannuel et de la coordination des exigences de déclaration entre ministères. Nous faisons écho à ces recommandations⁴⁶⁴.

Recommandation 69

Le Comité recommande que le gouvernement fédéral révise les exigences de déclaration des ministères et organismes fédéraux pour les subventions et les contributions afin d'en améliorer la coordination horizontale et verticale et qu'il

⁴⁶³ Monica Patten et Rachel Laforest, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 1^{er} mai 2008; Sherri Torjman, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 2 avril 2009.

⁴⁶⁴ Comité, *Un Canada en santé et productif*, p. iv.

encourage les organisations subventionnaires fédérales à offrir un financement pluriannuel aux programmes qui cherchent à remédier à des problèmes persistants et de longue durée.

Insuffisance du financement

J'ai fait beaucoup de travail au sein d'une ONG particulière en Colombie-Britannique. Il y a une crise du secteur des ONG au pays, qui découle de l'élimination du RAPC en 1996, des compressions touchant le transfert social canadien. Nous vivons encore en 2009 avec les conséquences des compressions faites pour équilibrer les budgets en 1995, 1996 et 1997. Voilà que nous retombons dans le monde des déficits pour quatre à six ans peut-être. C'est une histoire terriblement déprimante pour les ONG qui, la dernière fois, se sont fait dire qu'elles devaient faire leur part pour que nous ayons des budgets équilibrés et qui ne se sont pas encore tout à fait remises des mesures antidéficitaires en question.

(Michael Prince, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

On a dit au Comité que la réduction du financement des organismes communautaires et la fin, à toutes fins pratiques, du financement de base à l'appui de leurs activités s'inscrivent dans le contexte de la diversification des sources de financement. Cependant, on a dit aussi au Comité qu'il est de plus en plus difficile de trouver et de conserver des sources de financement non gouvernementales, car la concurrence est vive et le financement accordé par les sociétés et les fondations est fixe, quand il ne baisse pas.

Recommandation 70

Le Comité recommande que le gouvernement fédéral atteste et stabilise l'apport des organisations bénévoles et communautaires qui viennent en aide aux pauvres, aux mal-logés et aux sans-abri en prévoyant dans ses budgets une aide suffisante à ces organisations de manière qu'elles puissent non seulement assurer la prestation de services financés par l'État, mais aussi organiser les activités propres à nourrir une conscience sociale qu'elles sont les seules à pouvoir offrir.

Pratiques prometteuses

Quand il s'est rendu dans des agences de services, le Comité a été impressionné par les programmes innovateurs et souvent efficaces qu'elles offrent. (Une description détaillée de ces programmes se trouve à l'annexe 3.) L'efficacité de ces services tient en partie au fait qu'ils sont conçus pour répondre à des besoins locaux spécifiques, mais certains modèles et programmes ayant fait leurs preuves à un endroit sont souvent adaptés ailleurs⁴⁶⁵.

Durant ses visites sur place, le Comité a pu observer partout toutes sortes d'innovations permettant de trouver rapidement des solutions locales aux problèmes. Dans de nombreux cas, les organisations ont vu le jour et ont pris de l'essor simplement parce que quelqu'un a remarqué un besoin et pris l'initiative d'y répondre.

Le Comité a profité de l'occasion pour demander aux organisations comment elles pourraient envisager de faire profiter les autres collectivités aux prises avec des problèmes

⁴⁶⁵ On peut citer par exemple le programme Vibrant Communities, exploité dans 15 villes de tout le Canada en fonction des priorités locales, et Abri en Ville, une initiative locale dont les responsables ont préparé un guide pratique et encouragent les visites de groupes d'autres villes soucieux d'en apprendre davantage sur ce modèle.

comme les leurs de leurs propres innovations. Il se trouve que celles-ci souhaiteraient bien faire profiter les autres de leurs trouvailles, mais que cela leur est difficile, car il faudrait qu'elles aient les ressources voulues pour réunir, compiler et diffuser l'information. Il existe des possibilités de partage de l'information sur les innovations au moyen de documents diffusés sur le Web ou à l'occasion de conférences, mais il faut au départ que l'on appuie l'innovation dans le travail quotidien des organisations. Les témoins qui ont comparu devant le Comité ont souligné que les organisations communautaires peuvent innover en adaptant des programmes appliqués avec succès dans d'autres collectivités⁴⁶⁶ et ont recommandé que, pour encourager ce processus, le gouvernement accorde des fonds aux organisations locales qui obtiennent de bons résultats pour qu'elles puissent produire des documents permettant à d'autres de leur emboîter le pas.

Recommandation 71

Le Comité recommande que le gouvernement fédéral se serve de ses programmes de subventions et de contributions pour fournir aux organisations communautaires locales les moyens de trouver des solutions innovatrices aux problèmes que posent la pauvreté, le manque de logements abordables et l'itinérance, de diffuser de l'information sur leurs solutions et, si possible, de faire des émules.

Approche pangouvernementale à tous les paliers

Au gouvernement fédéral, les programmes liés à la sécurité du revenu, au logement et à l'itinérance relèvent du ministre des Ressources humaines et du Développement des compétences. Par contre, les programmes susceptibles de prévenir l'insuffisance du revenu et le manque de logements salubres abordables et les difficultés qui en découlent relèvent souvent d'autres ministères et organismes.

On a par exemple signalé au Comité que les économies réalisées par la baisse des prestations d'aide sociale (qui a suivi la réduction des transferts fédéraux au titre de ces programmes) se sont traduites par des coûts additionnels pour le système de santé⁴⁶⁷.

Le Comité avait admis dans son étude sur la santé des populations qu'une approche fragmentée n'allait pas donner les résultats voulus sur le plan de l'amélioration de la santé des Canadiens. Il avait donc axé ses premières recommandations sur une approche « pangouvernementale ou horizontale qui réunit les divers ministères et organismes » pour « agir de façon concertée afin de mener un travail de collaboration et de coordination⁴⁶⁸ ».

Les gouvernements doivent abattre le cloisonnement administratif entre les ministères, les secteurs et les ordres de gouvernement afin de répondre efficacement aux besoins de nombreux Canadiens en matière de revenu et de logement.

Le Comité estime qu'il en va de même pour la pauvreté, le manque de logements et l'itinérance. Nous n'avons pas recommandé de nouveaux mécanismes pour atteindre cet objectif, mais nous avons appris avec grand intérêt l'existence d'un nouveau cadre

⁴⁶⁶ Monica Patten, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 1^{er} mai 2008.

⁴⁶⁷ Gina Browne, *Témoignages*, Comité, 2^e session, 39^e législature, 28 février 2008.

⁴⁶⁸ Comité, *Un Canada en santé et productif*, p. 18.

stratégique du gouvernement de la Nouvelle-Écosse qui met l'accent à la fois sur le développement économique et sur le développement social. Avec le thème « Tisser des liens », la métaphore a été étendue pour englober les efforts déployés pour rationaliser les programmes de manière à assurer l'accès aux programmes et leur caractère adéquat et réduire ou éliminer les doubles emplois. La représentante du gouvernement provincial a dit au Comité :

Nous disons qu'il ne faut pas laisser dépasser les fils ou les laisser s'enchevêtrer. Cela veut dire qu'il ne faut laisser aucune lacune et qu'il faut éviter tout dédoublement.

(Lynn Hartwell, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 13 août 2008)

Le Comité estime qu'il s'agit là d'un objectif valable pour la collaboration intragouvernementale et intergouvernementale au sujet de la sécurité du revenu des Canadiens et des nouveaux arrivants, où qu'ils habitent.

Recommandation 72

Le Comité recommande que le gouvernement fédéral et les gouvernements des provinces procèdent à un examen des politiques et programmes courants et des nouvelles initiatives au niveau interne et sur le plan bilatéral et multilatéral en vue d'éliminer et d'éviter les lacunes et les chevauchements, et ce, par la voie d'une approche pangouvernementale aux problèmes associés à la pauvreté, au manque de logements abordables et à l'itinérance.

Collaboration intergouvernementale

Le Comité aborde la question des « mécanismes » d'interaction des divers paliers de gouvernement dans une section ultérieure de la présente étude, mais comme on l'a dit, le manque de collaboration entraîne des lacunes, des chevauchements et des interactions indésirées qui piègent les gens et les marginalisent sur les plans économique et social.

Il y a bien sûr le piège de l'aide sociale, mais il arrive aussi que les fonds transférés par le gouvernement fédéral aux gouvernements des provinces ne soient pas employés aux fins prévues⁴⁶⁹. De nombreux témoins ont proposé que l'on multiplie les conditions et les contrôles, mais d'autres en revanche recommandent que l'on accorde aux administrations locales davantage de souplesse et d'autonomie de manière qu'elles puissent établir les priorités et allouer les ressources fédérales en conséquence. Le Comité comprend très bien les deux points de vue.

Le Comité est conscient des difficultés que présentent les mesures fédérales-provinciales pour les gouvernements provinciaux. La plus connue à cet égard est la Prestation nationale pour enfants, dont on met en relief l'efficacité dans une section précédente. Les fonds versés aux parents à faible revenu par le gouvernement fédéral devaient en partie libérer des fonds provinciaux d'aide sociale qui seraient dirigés vers des mesures de soutien destinées à la même clientèle. Cependant, de nombreux intervenants et même des analystes estiment que

⁴⁶⁹ On a dit au Comité par exemple que les fonds fédéraux transférés à certaines provinces pour l'établissement des immigrants sont versés directement dans les recettes générales et ne sont pas affectés aux fins prévues. Sarah Wayland, *Témoignages*, Comité, 2^e session, 39^e législature, 13 mars 2008.

la réaffectation des fonds de l'aide sociale aux mesures de soutien constitue une forme de « récupération ». Dans ce contexte, il est plus difficile pour les gouvernements des provinces et des territoires de conclure avec le gouvernement fédéral des ententes comportant des transferts pécuniaires directs du gouvernement fédéral aux particuliers et une réaffectation des dépenses provinciales.

Le Comité a été saisi aussi des ententes conclues entre le gouvernement fédéral, les gouvernements provinciaux et les administrations locales dans plusieurs villes. Bien qu'il en sera question plus en détail dans la dernière étape de la présente étude, le Comité a formulé des recommandations concernant les Accords de développement urbains afin d'appuyer l'initiative et le soutien coordonné des paliers de gouvernement. Plusieurs témoins ont souligné le caractère ponctuel, local et ciblé de ces ententes, mais le Comité tient à souligner que ces ententes montrent que la collaboration sur ces questions est possible, au moins dans ces contextes-là.

Enfin, le Comité constate que la pauvreté, le manque de logements convenables et abordables et l'itinérance ne peuvent pas être traités efficacement en l'absence de partenariats entre le gouvernement fédéral et les gouvernements des provinces, entre le gouvernement fédéral et les administrations locales et entre les trois paliers de gouvernement. En dépit de craintes légitimes, des administrations massives, des problèmes de compétences, tous les gouvernements se doivent, pour les Canadiens, d'éliminer les obstacles à l'activité et à la prospérité et de soutenir les gens durant les périodes de transition qui émaillent leur vie sans les piéger par des politiques et programmes qui sont plus une entrave qu'une aide.

Collaboration intersectorielle

Le Comité a été mis au courant de l'existence de programmes et d'initiatives extrêmement réussis où le secteur public, l'entreprise et les organisations communautaires ont su s'allier vers un objectif commun. On pense par exemple à certaines stratégies locales de réduction de la pauvreté et de l'itinérance décrites plus en détail à l'annexe 4. Il a entendu parler aussi de situations où les solutions sont moins efficaces ou plus difficiles à trouver faute de telles occasions ou d'efforts de concertation, par exemple au chapitre de l'offre de logements locatifs abordables en général⁴⁷⁰ ou de l'élaboration de politiques et de programmes destinés aux Autochtones vivant en milieu urbain⁴⁷¹.

Comme dans le cas de l'approche pangouvernementale décrite plus haut, une approche intersectorielle serait utile. L'appui du Comité à ce type d'approche se reflète dans l'ensemble du rapport dans les recommandations concernant l'élaboration de politiques, programmes et stratégies.

Le Comité a été impressionné en particulier par une politique adoptée par la Table ronde de Hamilton sur la réduction de la pauvreté⁴⁷² pour contribuer à l'esprit de collaboration entre les diverses parties concernées :

⁴⁷⁰ Sharon Chisholm, *Témoignages*, Comité, 2^e session, 39^e législature, 21 novembre 2007.

⁴⁷¹ Calvin Hanselmann, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 3 avril 2008.

⁴⁷² On trouvera un complément d'information sur la table ronde et les stratégies locales dont elle est à l'origine à l'annexe 4 du présent rapport.

[I]ls ont créé ce qu'ils ont appelé une table « sans blâme ». C'est un message très fort : La Fondation communautaire de Hamilton et les autres fondations communautaires croient que nous sommes tous impliqués dans cette situation. Nous sommes en partie responsables des situations dans lesquelles nous nous trouvons, et nous avons tous l'occasion de travailler ensemble pour s'en sortir.

Par conséquent, cette notion de sans blâme constitue un principe essentiel.

(Monica Patten, présidente et directrice générale, Fondations communautaires du Canada, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 1^{er} mai 2008)

Diffusion des recherches, des données et des connaissances

Comme presque tous les chercheurs du Canada, le Comité s'est beaucoup servi dans ses travaux de données de Statistique Canada. Les résultats de recherches présentés par les témoins allaient bien au-delà des données du recensement, une riche source d'information en soi, et reposaient sur d'autres enquêtes portant sur des groupes démographiques ou des secteurs particuliers comme l'enquête auprès des jeunes en transition, l'enquête longitudinale sur les enfants et les jeunes, l'enquête sur le bénévolat et les dons de charité, l'enquête sur la dynamique du travail et du revenu et l'enquête sur la population active. Les représentants de Statistique Canada ont fourni au Comité des analyses extrêmement précieuses.

La contribution du gouvernement fédéral à la recherche, à la collecte et à l'analyse de données de même qu'à la diffusion du savoir est essentielle, elle doit faire l'objet d'un financement stable et elle doit être accessible aux groupes locaux.

Le Comité a aussi été saisi par divers témoins du besoin de données sur certains groupes plus spécifiques concernant notamment les hommes et les femmes⁴⁷³, les groupes racialisés et les Autochtones vivant en milieu urbain⁴⁷⁴. Le Comité loue le travail qu'effectue Statistique Canada, de son côté et en collaboration avec les autres ministères et organismes fédéraux.

Recommandation 73

Le Comité recommande que le gouvernement fédéral augmente le soutien accordé à Statistique Canada pour la collecte, l'analyse et la diffusion plus abordable des données importantes pour l'évaluation et l'amélioration des programmes sociaux concernant la pauvreté, le logement et l'itinérance.

Des témoins ont dit au Comité combien les programmes publics comme la Stratégie des partenariats de lutte contre l'itinérance (et les programmes qui l'ont précédée) et la SCHL et les organisations communautaires ont contribué à fournir des informations utiles aux praticiens et aux chercheurs, notamment grâce au développement du système d'information sur les personnes et les familles sans abri; il a également été dit au Comité que ces programmes amènent les parties concernées du secteur public et d'ailleurs à échanger de l'information sur les pratiques exemplaires et à collaborer à la recherche de solutions sur des problèmes communs apparemment locaux. En outre, des données ont été fournies aux fins

⁴⁷³ Nancy Burrows, coordonnatrice, Fédération des femmes du Québec, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 4 juin 2008.

⁴⁷⁴ Evelyn Peters et Calvin Hanselmann, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 3 avril 2008.

du présent rapport dans le cadre d'initiatives semblables concernant l'accès à l'éducation; ces initiatives ont aussi bénéficié de fonds du gouvernement fédéral.

Recommandation 74

Le Comité recommande que le gouvernement fédéral continue de soutenir l'échange de connaissances sur la pauvreté, le logement et l'itinérance.

Reddition de comptes

Le Comité est parfaitement conscient du fait que l'organisation d'activités en partenariat peut compliquer la reddition de comptes. Il serait utile de simplifier les obligations de déclaration des organisations du secteur bénévole et communautaire, mais nous savons qu'il est dans l'intérêt public de vérifier que les fonds publics sont employés aux fins prévues.

La tendance veut que l'on réduise les conditions rattachées aux transferts de fonds du gouvernement fédéral aux provinces et cette façon de procéder présente des avantages qui nous ont été signalés, notamment parce qu'elle encourage des solutions adaptées permettant de tenir compte des différences régionales et locales. Certaines sont citées dans le rapport.

Comme nous l'avons vu précédemment, certaines personnes craignent par ailleurs que les fonds fédéraux soient employés à des fins autres que celles qui étaient prévues, et les structures de reddition de comptes actuelles peuvent masquer ce phénomène. Aux termes des programmes du gouvernement actuel et du gouvernement précédent, les gouvernements provinciaux sont censés faire rapport à l'interne des dépenses engagées et des résultats obtenus et sont parfois tenus de le faire.

Résumé des recommandations

Durant les deux ans qu'a duré son étude, le Comité a constaté que, parmi les politiques et programmes du gouvernement, beaucoup ont besoin d'être remaniés et que d'autres – prometteurs et dont certains ont même déjà fait leurs preuves – gagneraient à être améliorés ou étendus pour atteindre leurs buts. Voici un résumé des recommandations du Comité pour sortir les gens de la pauvreté, assurer une offre suffisante de logements convenables abordables et mettre un terme à l'itinérance au Canada.

Pauvreté

Des revenus suffisants et le « piège de l'aide sociale »

Le Comité constate que la plupart des personnes qui dépendent des programmes de soutien du revenu n'ont toujours pas suffisamment d'argent pour répondre à leurs propres besoins et à ceux de leur famille. Par ailleurs, les programmes courants ont trop souvent pour effet de piéger leurs bénéficiaires par les effets imprévus de la manière dont les programmes sont conçus et de l'interaction des programmes entre eux.

Pour que tous les Canadiens, quelles que soient leurs sources de revenus, puissent répondre à leurs besoins fondamentaux et accéder à l'autonomie financière, le Comité recommande que le gouvernement fédéral :

- ait pour objectif fondamental en matière de lutte contre la pauvreté de faire sortir les Canadiens de la pauvreté au lieu de les aider à mieux y vivre, dans le cadre des programmes visant à enrayer la pauvreté et l'itinérance, et qu'il collabore avec les provinces et les territoires pour qu'ils adoptent un objectif semblable;
- modifie tous ses programmes de sécurité du revenu, tels que l'assurance-emploi, afin de mieux protéger les ménages à faible revenu qui sont sans ressources pendant une courte période;
- fixe avec les provinces l'objectif voulant que les particuliers et les familles, peu importe les motifs de leurs besoins, touchent un revenu total correspondant au moins au seuil de faible revenu après impôt;
- publie d'ici le 31 décembre 2010 un livre vert qui présentera les coûts et les avantages des mesures actuelles de soutien du revenu et de différentes solutions pour réduire et éliminer la pauvreté, y compris un revenu annuel garanti basé sur un impôt négatif, ainsi qu'une évaluation détaillée des projets pilotes concernant un revenu de base qui ont été menés au Nouveau-Brunswick et au Manitoba;
- rétablisse un salaire minimum fédéral de 10 \$ l'heure, indexé en fonction de l'Indice des prix à la consommation, et qu'il exige de ses fournisseurs de biens et de services qu'ils versent à leurs employés un salaire au moins équivalent; et collabore avec les gouvernements provinciaux et territoriaux pour

- élabore et mette en œuvre une garantie de revenu de base correspondant au seuil de faible revenu, ou supérieure à celui-ci, pour les personnes ayant une incapacité grave; qu'il s'entende avec les provinces et les territoires pour revoir et améliorer les mesures d'aide aux personnes handicapées, quelle que soit leur source de revenu, dans le contexte de ce nouveau programme fédéral de sécurité du revenu;
- fasse explicitement mention des obligations contenues dans les conventions internationales ratifiées par le Canada dans toutes les lois fédérales et dans les modifications qui y sont apportées en ce qui concerne la pauvreté, le logement et l'itinérance;
- institue un fonds permettant aux groupes surreprésentés parmi les personnes vivant dans une pauvreté persistante de se faire représenter par des avocats dans les causes portant sur des atteintes alléguées aux droits de la personne;
- établisse un nouveau programme offrant une protection contre les pertes de revenu dues à l'interruption prolongée d'un emploi aux personnes qui ne sont pas visées par la Loi sur l'assurance-emploi.

En ce qui concerne la compétence des provinces à l'égard des programmes d'aide sociale, le Comité a conclu que la règle voulant que les bénéficiaires épuisent d'abord toutes leurs ressources, censée garantir que seules les personnes vraiment nécessiteuses aient droit à des prestations, nuit en fait considérablement aux pauvres. Le Comité constate aussi que certains programmes empêchent les groupes surreprésentés parmi les personnes à faible revenu de participer pleinement à la vie économique et sociale. En conséquence, le Comité recommande que les gouvernements des provinces :

- relèvent les limites actuelles sur l'avoir des personnes admissibles pendant les six à douze premiers mois, afin de permettre aux gens qui bénéficient de l'aide sociale sur une courte période de conserver les ressources dont ils ont besoin pour réintégrer le marché du travail et rétablir leur situation financière;
- modifient leurs lois sur l'aide sociale de manière à exempter les économies placées dans un régime d'épargne-invalidité de l'obligation d'épuisement des ressources associée à l'admissibilité à des prestations ou des services d'aide sociale;
- continuent d'offrir aux personnes handicapées ex-bénéficiaires de l'aide sociale des mesures de soutien pendant une période allant jusqu'à 12 mois suivant l'obtention d'un emploi, et qu'ils négocient avec les employeurs la prestation de cette aide pour une période indéterminée dans le cas des personnes à faible revenu.

Assurance-emploi

On a fait valoir au Comité que l'assurance-emploi est un élément crucial pour la sécurité du revenu et le réemploi, car elle permet d'offrir un revenu opportun aux personnes qui viennent de perdre leur emploi et sont admissibles à des prestations et des programmes aux termes de ce régime. En conséquence, le Comité recommande que le gouvernement fédéral :

- modifie la Loi sur l'assurance-emploi pour que les travailleurs qui perdent leur emploi après de longs états de service puissent toucher des prestations sur une plus longue

période et pour que la période de prestations prolongée ne soit pas fondée sur les taux de chômage régionaux;

- supprime le délai de carence de deux semaines pour les personnes qui reçoivent des prestations de compassion ou des prestations parentales du régime d'assurance-emploi;
- remanie le régime d'assurance-emploi pour que celui-ci puisse être adapté en prévision des périodes de ralentissement économique prévues et qu'il ne repose plus uniquement sur une période passée, même récente;
- modifie le régime d'assurance-emploi de façon à rendre les travailleurs autonomes admissibles aux prestations parentales; les cotisations seraient semblables à celles qui sont versées par les salariés qui se prévalent de ces prestations;
- porte progressivement la durée des prestations de maladie du régime d'assurance-emploi à 50 semaines pour que les personnes admissibles qui ont une maladie ou une incapacité de moyenne durée reçoivent un soutien approprié;
- envisage le rétablissement de la prise en compte des antécédents dans tout projet de remaniement ou de réforme du régime d'assurance-emploi;
- rende la formation financée par l'assurance-emploi accessible aux personnes qui ont cotisé au régime, mais qui ne sont pas admissibles aux prestations.

Instruction et formation

Le Comité a été saisi de l'importance cruciale du diplôme d'études secondaires et de la formation et des études postsecondaires si l'on veut que les gens puissent trouver du travail et gagner suffisamment d'argent pour subvenir à leurs besoins. Comme les deux ordres de gouvernement, fédéral et provincial, ont des responsabilités à l'égard de la conception, du financement et de la mise en oeuvre des politiques et programmes du secteur de l'éducation et de la formation, le Comité formule des recommandations à l'intention de chacun d'eux.

Le Comité recommande que le gouvernement fédéral :

- permette l'inclusion, parmi les types de formation financés par le régime d'assurance-emploi, des cours de langue avancés et de la formation susceptible de permettre aux personnes qui ont acquis des titres de compétence à l'étranger de les faire reconnaître au Canada;
- coordonne la réalisation d'une initiative fédérale-provinciale d'envergure nationale sur l'éducation de la petite enfance;
- soutienne et encourage, par la voie des programmes courants, des initiatives propres à soutenir l'intérêt des enfants des milieux défavorisés pour l'école, comme des services d'orientation, des activités parascolaires, des clubs de devoirs et des centres pour les jeunes;
- suive de près les nouveaux programmes d'aide financière aux étudiants de niveau postsecondaire et fasse rapport de leur efficacité en présentant notamment des

comparaisons de leurs résultats avec ceux des programmes qu'ils ont remplacés sur le plan du caractère abordable des études et de l'endettement des étudiants;

- en collaboration avec le Conseil des ministres de l'Éducation, encourage et soutienne des mesures propres à réduire le taux de décrochage scolaire chez les élèves autochtones, tant dans les réserves qu'hors réserve, notamment l'établissement d'objectifs et de délais et la production régulière de rapports de situation;
- en collaboration avec le Conseil des ministres de l'Éducation, encourager et appuyer des mesures visant à réduire le taux de décrochage chez les élèves autochtones, à l'intérieur et à l'extérieur des réserves, y compris l'établissement d'objectifs et d'échéanciers, avec des comptes rendus réguliers des progrès réalisés;
- offre un soutien fiscal supplémentaire pour l'éducation postsecondaire aux étudiants à faible revenu qui font partie des groupes sous-représentés (comme les étudiants autochtones et les étudiants handicapés) et à leur famille;
- réserve, dans toutes les ententes sur le marché du travail, nouvelles ou reconduites, un pourcentage fixe des places disponibles dans les cours de formation aux personnes handicapées (pourcentage qui correspondrait au pourcentage fixé comme objectif dans le cadre du programme d'équité en matière d'emploi au sein de la fonction publique fédérale) et que d'ici là il augmente et prolonge le financement de ce type de formation dans le cadre des ententes sur le marché du travail visant les personnes handicapées;
- maintienne le Fonds d'intégration et en augmente le financement en lui confiant clairement la mission de supprimer les obstacles à l'activité;
- lorsqu'il reconduit des ententes sur le marché du travail ou en conclut de nouvelles, cible expressément les immigrants dans les programmes de formation, notamment dans ceux qui contribuent à réduire l'obstacle de la langue et les autres entraves qui nuisent à l'activité des immigrants;
- continue de financer largement les programmes d'alphabétisation à l'intention des adultes et des familles et qu'il accorde à cet égard la priorité aux groupes surreprésentés parmi les décrocheurs qui n'ont pas terminé leurs études secondaires;
- s'entende avec les gouvernements des provinces en vue de modifier les programmes de sécurité du revenu actuels de manière à garantir le financement de la formation pendant une période suffisamment longue pour que les personnes qui y participent puissent trouver un emploi sûr offrant une rémunération suffisante.

Santé

Vu la contribution de la pauvreté et de l'itinérance aux problèmes de santé et dans l'esprit de son récent rapport sur la santé de la population, le Comité recommande que le gouvernement fédéral :

- enjoigne à ses organismes centraux d'affecter des ressources à la prévention et l'atténuation des répercussions fâcheuses de la pauvreté et du chômage sur la santé;

- collabore avec les gouvernements des provinces et des territoires et les autres parties concernées en vue d'instituer un programme national d'assurance-médicaments, à partir de ce qui existe déjà dans certaines provinces;
- de concert avec les gouvernements provinciaux et territoriaux et les chercheurs en santé du pays, affecte des fonds pour la santé physique des sans-abri.

Régime fiscal

Le Comité est conscient du rôle important que jouent la politique et les règles fiscales dans la redistribution des revenus et la réduction de la pauvreté pour de nombreux Canadiens. Il pense que les mesures fiscales pourraient aussi servir à fournir des logements abordables. Ainsi, il recommande que le gouvernement fédéral :

- analyse les différences dans les prestations selon le sexe lorsqu'il formule et met en œuvre de nouvelles mesures fiscales;
- augmente le Supplément de revenu garanti pour éviter que des ménages âgés se retrouvent sous le seuil de pauvreté, lequel correspond par définition au seuil de faible revenu, et que les gouvernements collaborent pour faire en sorte qu'une telle augmentation n'entraîne pas la perte de l'admissibilité aux subventions et services provinciaux et territoriaux offerts aux personnes âgées;
- porte, de manière progressive et prévisible, la Prestation nationale pour enfants à 5 000 \$ (en dollars de 2009) d'ici 2012;
- rende le crédit d'impôt pour personnes handicapées remboursable;
- instaure un crédit d'impôt pour les employeurs qui procurent aux nouveaux arrivants leur premier emploi dans leur domaine de compétence;
- publie un livre blanc sur les mesures fiscales à l'appui de la construction de logements locatifs en général et de logements locatifs abordables en particulier, notamment à l'égard des dons de fonds, de terrains ou d'immeubles pour la prestation de logements à loyer modique.

Logement et itinérance

Le Comité aborde séparément le logement et l'itinérance dans le rapport, mais il sait que certaines solutions participent d'une approche intégrée tandis que d'autres sont axées soit sur la création et l'entretien de logements abordables, soit sur la satisfaction des besoins des sans-abri.

Logement

Au chapitre du logement, le Comité recommande que le gouvernement fédéral :

- prévoit un financement soutenu et adéquat dans le cadre de l'Initiative en matière de logement abordable afin d'accroître l'offre de logements abordables;
- clarifie le mandat de la Société immobilière du Canada Limitée de sorte que les terres fédérales excédentaires soient de préférence aménagées pour qu'on y installe des

logements abordables et afin d'accélérer les processus de planification en vue de faciliter cet usage;

- appuie le travail des promoteurs immobiliers sans but lucratif locaux et provinciaux en prévoyant un horizon à plus long terme pour les programmes de logement, de manière à tenir compte des cycles d'aménagement quinquennaux et des cycles de planification décennaux, et ce, dans l'optique d'une planification aux niveaux local et provincial plus efficace;
- soutienne les locataires qui s'estiment victimes de discrimination sur le marché de l'habitation en précisant explicitement que le Transfert canadien en matière de programmes sociaux couvre l'aide juridique en matière civile;
- fasse du Programme d'aide à la remise en état des logements un programme permanent, qu'il en augmente les allocations budgétaires et qu'il en modifie les conditions d'admissibilité afin de tenir compte des différences de coût des réparations selon les collectivités au Canada et des projets de conversion d'habitations en logements à loyer modique;
- collabore avec les gouvernements provinciaux et les fournisseurs de logements sociaux en vue d'offrir des unités de logement plus spacieuses aux familles nombreuses; et collaborer avec les autorités provinciales chargées du logement, les associations privées de propriétaires fonciers et les fournisseurs de logements à but non lucratif pour évaluer l'incidence des allocations de logement transférables sur les loyers.

Itinérance

En ce qui concerne l'itinérance, le Comité a été saisi de l'efficacité de la Stratégie des partenariats de lutte contre l'itinérance et des programmes qui l'ont précédée pour aider les collectivités à réduire l'itinérance et à loger les sans-abri. Le Comité recommande que le gouvernement fédéral :

- élargisse la Stratégie des partenariats de lutte contre l'itinérance pour conférer à celle-ci un plus grand rôle de coordination au sein de l'administration fédérale, en mobilisant tous les ministères et organismes dont le mandat touche au logement et à l'itinérance, en particulier pour les groupes surreprésentés parmi les personnes nécessiteuses;
- fournisse des stimulants financiers pour encourager les collectivités qui bénéficient déjà de la Stratégie des partenariats de lutte contre l'itinérance à se baser sur un horizon de 10 ans pour modifier et renouveler leurs plans communautaires;
- prévoie encore le financement direct et le soutien continu des activités de recherche et de diffusion du savoir au sujet de l'approche fondée sur la priorité au logement afin d'éliminer l'itinérance.

Approche intégrée en matière de logement et d'itinérance

En ce qui concerne une approche intégrée des questions de logement et d'itinérance, le Comité recommande que le gouvernement fédéral :

- en collaboration avec les gouvernements provinciaux, les représentants des municipalités, les organismes des Premières nations et autres fournisseurs de logement, élabore une stratégie nationale de logement et de lutte contre l'itinérance qui comporterait :
 - des priorités établies par et pour chaque province et territoire concernant les besoins existants en matière de logement abordable et sûr;
 - un engagement financier sur 10 ans de la part du gouvernement fédéral, couplé à des engagements analogues des provinces et territoires qui recevront ces fonds;
 - la présentation de rapports annuels sur l'affectation des fonds et, surtout, sur le nombre de personnes logées qui ne pouvaient se permettre un logement sûr sur le marché privé;
 - un objectif précis, assorti de cibles et d'engagements financiers, pour répondre aux besoins en logement abordable des peuples autochtones vivant en milieu urbain;
 - un processus simplifié et plus intégré pour la demande de fonds, commun à divers programmes liés au logement et financés au niveau fédéral;
 - l'intégration de la Stratégie des partenariats de lutte contre l'itinérance, pourvue d'un mandat et d'un budget élargis, pour appuyer les plans locaux de logement et de lutte contre l'itinérance combinés et les initiatives s'y rattachant;
 - une évaluation complète à la fin du cycle de 10 ans pour établir les réalisations et les lacunes restantes.
- d'intégrer ses programmes de financement en matière de logement et d'itinérance et de commencer par augmenter les programmes courants de lutte contre l'itinérance de manière qu'ils englobent le logement, dans le contexte d'une stratégie combinant le logement et la lutte contre l'itinérance;
- continue de financer les programmes de lutte contre l'itinérance jusqu'à ce qu'une stratégie de logement et de lutte contre l'itinérance soit élaborée pour guider ses investissements en la matière.

Autochtones

Le Comité a fait des recommandations sur la sécurité du revenu, la formation et la fiscalité qui concernent les Autochtones, mais il est conscient par ailleurs du rôle particulier du gouvernement fédéral auprès des membres des Premières nations qui vivent dans les réserves et des Autochtones établis en milieu urbain. Il est aussi bien conscient de la surreprésentation des Autochtones parmi les habitants des villes économiquement vulnérables et de leur sous-représentation parmi les bénéficiaires des programmes de portée générale financés par tous les paliers de gouvernement.

En ce qui concerne les politiques et programmes visant expressément à répondre aux besoins des Autochtones vivant en milieu urbain, le Comité recommande que le gouvernement fédéral :

- se serve de la Stratégie pour les Autochtones vivant en milieu urbain pour stimuler la collaboration et l'investissement en vue de résoudre les problèmes de pauvreté et de logement des Autochtones vivant en milieu urbain;
- offre des subventions permanentes aux fournisseurs de logements autochtones hors réserve dans le marché non lucratif pour des unités nouvelles ou existantes, afin de garantir l'offre accrue de logements abordables;
- maintienne et augmente les fonds et les programmes ciblés pour le soutien de la formation et de l'emploi des Autochtones en milieu urbain et pour les organismes qui les représentent, s'il y a lieu;
- demande à un comité ou à un groupe de travail autochtone de déterminer les priorités pour les Autochtones en milieu urbain et que des fonds soient prévus à cette fin à l'intérieur du financement fédéral destiné aux collectivités pour régler les problèmes de logement et d'itinérance .

Nouveaux arrivants

Le gouvernement fédéral est responsable au premier chef des politiques et programmes à l'intention des immigrants et des réfugiés. Ceux-ci, et de plus en plus souvent même leurs enfants nés au Canada, font face à des difficultés économiques et sociales particulières. Outre les mesures fiscales proposées pour faciliter l'intégration des immigrants et réfugiés sur le marché du travail, le Comité croit que d'autres mesures sont nécessaires pour remédier à cette situation.

Le Comité recommande que le gouvernement fédéral :

- réduise à trois ans la période d'immigration parrainée, actuellement de 10 ans, selon le modèle des règles sur le parrainage conjugal, et qu'il modifie en conséquence les conditions de résidence ouvrant droit à des prestations mensuelles en vertu de la Loi sur la sécurité de la vieillesse;
- fasse passer la période d'admissibilité au Programme d'aide au rétablissement à deux ans dans les cas ordinaires et à quatre ans dans les cas visés par le Programme de parrainage d'aide conjointe;
- établisse un calendrier de remboursement et un programme de radiation de la dette liée au déplacement des réfugiés parrainés par le gouvernement, et que ces mesures tiennent compte de la période nécessaire à l'intégration et du revenu du ménage au moment de l'obtention d'un emploi;
- intensifie ses travaux avec les gouvernements provinciaux et d'autres organismes concernés afin de terminer et de mettre en œuvre un cadre de référence pour la reconnaissance des titres de compétence acquis à l'étranger et qu'il en fasse rapport tous les ans au Parlement;

- appuie les programmes de transition, notamment pour les immigrants qui ont acquis une qualification professionnelle dans leur pays d'origine, au moyen d'ententes et de fonds d'aide à l'établissement des immigrants.

Cause commune

Le Comité estime que tous les secteurs doivent, dans la mesure du possible, collaborer harmonieusement pour sortir les personnes nécessiteuses de la pauvreté, leur offrir des logements convenables et abordables et faire disparaître l'itinérance. Outre les recommandations déjà mentionnées ci-haut, le Comité appuie cette collaboration partout où elle est possible.

Secteur associatif

Le Comité a remarqué en particulier l'apport crucial des organismes de services locaux, associatifs ou municipaux, aux personnes démunies qui cherchent à accéder à un logement convenable et abordable et à participer à la vie économique et sociale de leur collectivité.

Le Comité recommande que le gouvernement fédéral :

- soutienne le secteur bénévole local et les organismes municipaux en tant que partenaires actifs dans la conception et l'exécution des initiatives fédérales à l'échelon communautaire;
- révisé les exigences de déclaration des programmes de subventions et de contributions des ministères et organismes fédéraux pour en améliorer la coordination horizontale et verticale et qu'il encourage les organisations subventionnaires fédérales à offrir un financement pluriannuel aux programmes qui cherchent à remédier à des problèmes persistants et de longue durée;
- atteste et stabilise l'apport des organisations bénévoles et communautaires qui viennent en aide aux pauvres, aux mal-logés et aux sans-abri en prévoyant dans ses budgets une aide suffisante à ces organisations de manière qu'elles puissent non seulement assurer la prestation de services financés par l'État, mais aussi organiser les activités propres à nourrir une conscience sociale qu'elles sont les seules à pouvoir offrir;
- se serve de ses programmes de subventions et de contributions pour fournir aux organisations communautaires locales les moyens de trouver des solutions innovatrices aux problèmes que posent la pauvreté, le manque de logements abordables et l'itinérance, de diffuser de l'information sur leurs solutions et, si possible, de faire des émules.

Gouvernements provinciaux

Le Comité est respectueux de la primauté de la compétence des gouvernements provinciaux dans un bon nombre des secteurs dont relèvent la pauvreté, le logement et l'itinérance. Il est aussi au courant de l'esprit d'innovation et de la détermination des autorités provinciales qui sont susceptibles de grandement contribuer au bien-être économique et social de la population défavorisée.

En conséquence, le Comité recommande que le gouvernement fédéral :

- de concert avec les autorités provinciales, cible, dans ses investissements, les projets d'infrastructure sociale prêts à être mis en œuvre pour lutter contre la récession, en particulier dans les domaines du logement, des services sociaux et de la sécurité du revenu où les capacités de service peuvent être rapidement accrues par des investissements accélérés dans le Transfert canadien en matière de programmes sociaux, parallèlement aux investissements dans les projets d'infrastructure physique visant à combattre la récession;
- à la prochaine réunion des ministres du Travail fédéral-provinciaux-territoriaux, prenne l'initiative d'encourager l'harmonisation des programmes provinciaux et territoriaux d'indemnisation des accidents du travail.

Collaboration multisectorielle

Comme on l'a dit précédemment, la lutte pour la sécurité économique et sociale dans les villes passe par la concertation des efforts de l'entreprise, du secteur associatif et des autorités provinciales et fédérales.

Le Comité recommande que :

- le gouvernement fédéral et les gouvernements des provinces procèdent à un examen des politiques et programmes courants et des nouvelles initiatives au niveau interne et sur le plan bilatéral et multilatéral en vue d'éliminer et d'éviter les lacunes et les chevauchements, et ce, par la voie d'une approche pangouvernementale aux problèmes associés à la pauvreté, au manque de logements abordables et à l'itinérance;
- le gouvernement fédéral augmente le soutien accordé à Statistique Canada pour la collecte, l'analyse et la diffusion plus abordable des données importantes pour l'évaluation et l'amélioration des programmes sociaux concernant la pauvreté, le logement et l'itinérance;
- le gouvernement fédéral continue de soutenir l'échange de connaissances sur la pauvreté, le logement et l'itinérance;
- les autorités fédérales, provinciales et municipales envisagent et mettent en œuvre d'autres accords de développement urbain de concert avec les dirigeants communautaires et conformément aux priorités.

Annexe 1 – Glossaire

AE	Assurance-emploi
ANHA	Association nationale d’habitation autochtone
APF	Allocation provinciale de formation
BCAPI	Business Community Anti-Poverty Initiative, Saint John
C.-B.	Colombie-Britannique
CIC	Citoyenneté et Immigration Canada
CIPH	Crédit d’impôt pour personnes handicapées
CKP	Community Kitchen Program, Calgary
CMEC	Conseil des ministres de l’Éducation du Canada
CNH	Collingwood Neighbourhood House, Vancouver
Comité	Comité sénatorial permanent des affaires sociales, des sciences et de la technologie
DDM	Dispensaire diététique de Montréal
DLAS	Dalhousie Legal Aid Services
ELIC	Enquête longitudinale auprès des immigrants du Canada
EPLA	Enquête sur la participation et les limitations d’activités
FCE	Fédération canadienne des étudiantes et étudiants
FCM	Fédération canadienne des municipalités
HUMA	Comité permanent du développement des ressources humaines et de la condition des personnes handicapées de la Chambre des communes
IBIEF	Initiative visant à mettre des biens immobiliers excédentaires fédéraux à la disposition des sans-abri
IPAC	Initiative de partenariats en action communautaire
IRPP	Institut de recherche en politiques publiques
IWK	IWK Health Centre, Halifax
LEED	Leadership in Energy and Environmental Design
MISWAA	Modernizing Income Security for Working-Age Adults
NECHC	North End Community Health Centre, Halifax
OCDE	Organisation de coopération et de développement économiques
ONG	Organisation non gouvernementale

PAC	Parrainage d'aide conjointe
PAR	Programme d'aide au rétablissement
PAREL	Programme d'aide à la remise en état des logements
PFRT	Prestation fiscale pour le revenu de travail
PIB	Produit intérieur brut
PNE	Prestation nationale pour enfants
PPIRPC	Programme de prestations d'invalidité du Régime de pensions du Canada
R.-U.	Royaume-Uni
RADAR	Re-engaging Academically Disconnected Adolescents Respectfully, Calgary
RAPC	Régime d'assistance publique du Canada
REEI	Régime enregistré d'épargne-invalidité
RHDCC	Ressources humaines et Développement des compétences Canada
RHDSC	Ressources humaines et Développement social Canada
RPC	Régime de pensions du Canada
SBCS	Stella Burry Community Services, St. John's
SCHL	Société canadienne d'hypothèques et de logement
SDRHA	Stratégie de développement des ressources humaines autochtones
SFR	Seuil de faible revenu
SHQ	Société d'habitation du Québec
SHYM	Supportive Housing for Young Mothers, Halifax
SPLI	Stratégie des partenariats de lutte contre l'itinérance
SRG	Supplément de revenu garanti
SV	Sécurité de la vieillesse
TCHC	Toronto Community Housing Corporation
TPS	Taxe sur les produits et services
UCTC	Urban Circle Training Centre, Winnipeg
VCSJ	Vibrant Communities Saint John

Annexe 2 – Liste des témoins

Organisation	Nom/Titre	Date de comparution
39 ^e législature - 1 ^{re} session		
Statistique Canada	<p>Jane Badets, directrice, Statistiques sociales et autochtones ;</p> <p>Mark Brown, économiste principal de recherche, Analyse micro-économique;</p> <p>Andrew Heisz, économiste principal de recherche, Analyse des entreprises et du marché du travail;</p> <p>Garnett Picot, directeur général, Analyse socioéconomique et commerciale;</p> <p>Grant Schellenberg, analyste principal, Statistique sociale et autochtone;</p> <p>John Turner, chef du programme des services policiers, Centre canadien de la statistique juridique.</p>	29 mars 2007
Ressources humaines et Développement des compétences Canada	<p>Andrew Treusch, sous-ministre adjoint principal, Direction générale de la politique stratégique et de la Recherche;</p> <p>Bayla Kolk, sous-ministre déléguée, Stratégie des partenariats de lutte contre l'itinérance.</p>	26 avril 2007
Société canadienne d'hypothèques et de logement	Sharon Matthews, vice-présidente, Aide au logement.	26 avril 2007

Conseil national du bien-être social	Greg deGroot-Maggetti, président par intérim; Sheila Regehr, directrice	3 mai 2007
Caledon Institute of Social Policy	Ken Battle, président.	3 mai 2007
Organisation nationale anti-pauvreté (ONAP)	Rob Rainer, directeur principal; Nancy Shular, première vice-présidente, Conseil d'administration.	3 mai 2007
Association canadienne des banques alimentaires	Shawn Pegg, directeur intérimaire, Politique publique et recherche.	3 mai 2007
Feed Nova Scotia	Dianne Swinemar, directrice générale, membre du conseil d'administration.	3 mai 2007
Campagne 2000	Sid Frankel, membre, Comité directeur; Katherine Scott, vice-présidente à la recherche du Conseil canadien du développement social.	10 mai 2007
Association canadienne des travailleuses et travailleurs sociaux	Glenn Drover, travailleur social.	10 mai 2007
Ontario Council of Agencies Serving Immigrants (OCASI)	Loly Rico, présidente; Roberto Jovel, coordonnateur politiques et recherche.	10 mai 2007
Association nationale des centres d'amitié (ANCA)	Vera Pawis Tabobondung, présidente; Jocelyn Formsma, officier de programme.	10 mai 2007
Université de Winnipeg	Jino Distasio, Jino Distasio, directeur et professeur, Institut des études urbaines.	17 mai 2007

Centre canadien de politiques alternatives	Molly McCracken, membre du Conseil du Manitoba.	17 mai 2007
Université McMaster	Barbara Wake Carroll, professeure, département des sciences politiques.	17 mai 2007
Ministère des Ressources humaines, du Travail et de l'Emploi de Terre-Neuve-et-Labrador	Aisling Gogan, directrice, Stratégie de réduction de la pauvreté.	17 mai 2007
Downtown Eastside Residents Association	Kim Kerr, directeur; Anna Hunter, représentante.	13 juin 2007
Vibrant Communities Saint John (VCSJ)	Tom Gribbons, président; Kurt Peacock, chercheur.	13 juin 2007
Centraide du Grand Toronto	Jan Donio, vice-présidente, Services d'information et gestion du changement organisationnel.	14 juin 2007
Centraide du Grand Montréal	Michèle Thibodeau-DeGuire, présidente et directrice exécutive.	14 juin 2007
39 ^e législature – 2 ^e session		
Logement communautaire de Toronto	Derek Ballantyne, président-directeur général.	21 novembre 2007
L'Association canadienne d'habitation et de rénovation urbaine	Sharon Chisholm, directrice générale.	21 novembre 2007
Fédération de l'habitation coopérative du Canada	Nicholas Gazzard, directeur général.	21 novembre 2007
Association des coopératives du Canada	John Anderson, directeur, Affaires gouvernementales et politique publique.	21 novembre 2007

Nanegkam Housing Corporation	Patrick Augustine, Conseil des Indiens de l'Ile-du-Prince-Édouard.	29 novembre 2007
Association nationale d'habitation autochtone	David Seymour, président.	29 novembre 2007
Inuit Non-Profit Housing Corporation	Lynda Brown, présidente.	29 novembre 2007
Kinew Housing	Lawrence Poirier, directeur.	29 novembre 2007
Phoenix Youth Programs	Tim Crooks, directeur général.	6 décembre 2007
Initiative sur la santé de la population canadienne	Elizabeth Votta, chef de programme, Rapports et Analyse.	6 décembre 2007
À titre personnel	Deborah Kraus, consultante en recherche et en politiques (logement).	6 décembre 2007
Centre de santé Saul Sair	Rebekah Peters, directrice de la clinique médicale.	6 décembre 2007
Maison St-Christophe, à Toronto	John Stapleton, associé.	13 décembre 2007
Université Simon Fraser	John Richards, professeur, Programme des politiques publiques.	13 décembre 2007
Fédération canadienne - enseignantes et des enseignants	Emily Noble, présidente.	7 février 2008
Association des infirmières et infirmiers du Canada	Nicki Sims-Jones, conseillère en politiques.	7 février 2008
First Call BC Child and Youth Advocacy Coalition	Michael Goldberg, président.	7 février 2008
Dispensaire diététique de Montréal	Marie-Paule Duquette, directrice générale.	7 février 2008

À titre personnel	Armine Yalnizyan, économiste principale.	28 février 2008
Centraide du Grand Toronto	Frances Lankin, présidente et directrice générale.	28 février 2008
Université McMaster	Gina Browne, professeure en sciences infirmières et épidémiologie.	28 février 2008
Caledon Institute of Social Policy	Ken Battle, président.	28 février 2008
Fédération canadienne des municipalités	Mairesse Anne Marie DeCicco-Best, Groupe de travail sur le logement.	6 mars 2008
Ville de Toronto	Sean Gadon, directeur, Bureau de logement abordable.	6 mars 2008
Ville de Vancouver	Don Fairbairn, consultant.	6 mars 2008
Centre Metropolis de l'Ontario	Sarah V. Wayland, associée de recherche.	13 mars 2008
Université de la Colombie-Britannique	David Ley, département de géographie.	13 mars 2008
Metro Toronto Chinese and Southeast Asian Legal Clinic	Avvy Go, directrice de la clinique.	13 mars 2008
Table de concertation des organismes au service des personnes réfugiées et immigrantes	Jean-Claude Icart, représentant.	13 mars 2008
Université de la Saskatchewan	Evelyn Peters, professeure, département de géographie.	3 avril 2008
Association nationale des Centres d'amitié	Kama Steliga, directrice générale, directrice générale, Lillooet Friendship Centre; Calvin Hanselmann, directeur de recherche.	3 avril 2008

Conseil des Canadiens avec déficiences	Marie White, présidente nationale.	17 avril 2008
Caledon Institute of Social Policy	Michael Mendelson, chercheur principal.	17 avril 2008
Université de Victoria	Michael J. Prince, professeur de la politique sociale.	17 avril 2008
Confédération des organismes de personnes handicapées du Québec	Walter Zelaya, représentant.	17 avril 2008
Winnipeg Harvest	David Northcott, directeur général.	1 mai 2008
Fondations communautaires du Canada	Monica Patten, présidente et directrice générale.	1 mai 2008
Carrefour de pastoral en monde ouvrier	Jonathan Lacasse, coordinateur.	1 mai 2008
Université Queen`s	Rachel Laforest, professeure adjointe.	1 mai 2008
Conseil des droits de l'homme des Nations Unies	Miloon Kothari, ancien rapporteur spécial sur le droit à un logement convenable.	8 mai 2008
Centre de défense des droits sociaux	Bruce Porter, directeur.	8 mai 2008
Organisation nationale anti-pauvreté	Rob Rainer, directeur général; Michael Creek, directeur.	8 mai 2008
Centre d'action pour la sécurité du revenu	Mary Marrone, directrice, services juridiques et défense des droits.	8 mai 2008
Tamarack	Paul Born, président.	15 mai 2008
Caledon Institute of Social Policy	Sherri Torjman, vice-présidente.	15 mai 2008

Réseaux canadiens de recherche en politiques publiques	Judith Maxwell, présidente sortante et agrégée principale.	15 mai 2008
Université d'Ottawa	David Gray, professeur agrégé, département des sciences économiques.	29 mai 2008
Université McGill	Axel van den Berg, professeur, département de sociologie.	29 mai 2008
Société de recherche sociale appliquée	Carole Vincent, associée principale de recherche.	29 mai 2008
Informetrica Limited	Richard Shillington, associé supérieur.	29 mai 2008
Fédération des femmes du Québec	Nancy Burrows, coordinatrice.	4 juin 2008
Université Carleton	Fran Klodawsky, professeure, département de géographie et d'études environnementales; Marika Morris, École des études canadiennes.	4 juin 2008
Université de la Colombie-Britannique	Claire Young, vice-doyenne principale, Affaires académiques, et professeure, faculté de droit.	4 juin 2008
Affordable New Home Foundation - Saskatchewan	Keith Hanson, directeur exécutif.	5 juin 2008
Centretown Affordable Housing Development Corporation	Dennis Carr, coordonnateur, Mise en valeur.	5 juin 2008
Vancity Enterprises Ltd.	Dan Paris, directeur, Mise en valeur.	5 juin 2008
Focus Consulting Ltd.	Steve Pomeroy, président.	5 juin 2008
Université Laval	François Blais, professeur, faculté des sciences sociales.	13 juin 2008

Association d'éducation canadienne	Christa Freiler, directrice de recherche.	13 juin 2008
The Toronto Star	Carol Goar, journaliste de rédaction.	13 juin 2008
Université d'Ottawa	David Gray, professeur agrégé, département des sciences économiques.	13 juin 2008
Université de Manitoba	Derek Hum, professeur, département d'économie.	13 juin 2008
Caledon Institute of Social Policy	Michael Mendelson, chercheur principal.	13 juin 2008
Université de Regina	Jim Mulvale, professeur agrégé, département des études de la justice.	13 juin 2008
Winnipeg Harvest	David Northcott, directeur general.	13 juin 2008
Université Dalhousie	Lars Osberg, département d'économie.	13 juin 2008
Citizens for Public Justice	Chandra Pasma, analyste politique.	13 juin 2008
Organisation nationale anti-pauvreté	Rob Rainer, directeur general.	13 juin 2008
National Council of Welfare	Sheila Regehr, directrice.	13 juin 2008
Université de Miami	Philip Robins, professeur, département d'économie.	13 juin 2008
Conseil des Canadiens avec déficiences	Marie White, présidente nationale.	13 juin 2008

Ministère des Ressources humaines, du Travail et de l'Emploi, gouvernement de Terre-Neuve-et-Labrador	Lynn Vivian-Book, sous-ministre adjointe, Revenu, emploi et services à la jeunesse; Aisling Gogan, directrice, Stratégie de réduction de la pauvreté.	11 août 2008
Newfoundland and Labrador Housing Corporation	Cynthia King, gestionnaire du logement abordable.	11 août 2008
Ville de St.John's	Shannie Duff, conseillère; David Blackmore, directeur, Gestion des immeubles et des biens.	11 août 2008
Make Work Pay Coalition	Lana Payne, représentante.	11 août 2008
St. John's Status of Women Council and Women's Centre	Charmaine Davidge, directrice générale.	11 août 2008
Association canadienne pour la santé mentale — Terre-Neuve-et-Labrador	Heather Pollett, analyste des politiques, Santé mentale canadienne.	11 août 2008
St. John's Board of Trade	Nancy Healey, présidente-directrice générale.	11 août 2008
Newfoundland and Labrador Association of Social Workers	Annette Johns, conseillère en service social.	11 août 2008
Community Food Sharing Association of Newfoundland and Labrador	Egbert Walters, directeur général.	11 août 2008
Centre d'amitié autochtone de St. John's	Eileen Joe, coordonnatrice des refuges de Shanawdithit.	11 août 2008

Community Services Council of Newfoundland and Labrador	Penny Rowe, directrice générale.	11 août 2008
Choices for Youth	Kerri Collins, coordonnatrice.	11 août 2008
Association for New Canadians	Bridget Foster, directrice générale.	11 août 2008
Coalition of Persons with Disabilities	Barry Galloway, membre du conseil d'administration et directeur général, Independent Living Resource Centre.	11 août 2008
Bridges to Hope	Derek Winsor, directeur de programme.	11 août 2008
À titre personnel	Lorraine Best; John Eddy.	11 août 2008
Ministère des Services communautaires, gouvernement de la Nouvelle-Écosse	Lynn Hartwell, directrice générale, Politique et gestion de l'information; David Ryan, directeur général, Soutien à l'emploi; Kristen Tynes, conseillère, Communications.	13 août 2008
Municipalité régionale de Halifax	Geri Kaiser, directrice générale adjointe; Fred Wendt, urbaniste, Planification régionale.	13 août 2008
Ville de Charlottetown	Clifford J. Lee, maire.	13 août 2008
Union of Nova Scotia Municipalities	Robert Wrye, maire adjoint de Wolfville, président.	13 août 2008
Nova Scotia Legal Aid	Vince Calderhead, avocat-conseil principal à l'interne.	13 août 2008

Affordable Housing Association of Nova Scotia	William Buckland, vice-président.	13 août 2008
Community Action on Homelessness	Claudia Jahn, directrice de programme.	13 août 2008
Nova Scotia League for Equal Opportunities	Claredon Robicheau, ancien président.	13 août 2008
Atlantic Centre of Excellence for Women's Health	Barbara Clow, directrice générale.	13 août 2008
Investment Property Owners Association of Nova Scotia	Joe Metlege, president.	13 août 2008
Urban Core Support Network Saint John Inc	Lisa Wetmore, coordinatrice de projet.	13 août 2008
Human Development Council	Belinda Allen, coordinatrice de projet de recherche.	13 août 2008
United Way of Prince Edward Island	Clair Smith, directeur général.	13 août 2008
Phoenix Youth Programs	Miia Suokonautio, Directrice des programmes.	13 août 2008
Exit Realty Professionals	Bill Grace.	13 août 2008
First Voice Community	Ann Duffy.	13 août 2008
Nova Scotia Community Based Transportation Association	David Mooney.	13 août 2008
Spring Garden Area Business Association	Bernard Smith.	13 août 2008
À titre personnel	Carole Hanrahan; Anne Marie Elderkin.	13 août 2008

Université du Nouveau-Brunswick	Luc Thériault, professeur de sociologie.	14 août 2008
Ville de Saint John	Peter McGuire, conseiller.	14 août 2008
Association de logement sans but lucratif du Nouveau-Brunswick	Gary Glauser, consultant.	14 août 2008
40 ^e législature – 2 ^e session		
Fondation Canada West	Roger Gibbins, président et directeur général.	2 avril 2009
Caledon Institute of Social Policy	Sherri Torjman, vice-présidente.	2 avril 2009
Université Wilfrid Laurier	Lea Caragata, professeure agrégée	2 avril 2009
Centre d'étude des niveaux de vie	Andrew Sharpe, directeur exécutif.	22 avril 2009
Université de l'Alberta	Alison Taylor, professeure, Faculté d'éducation; Harvey Krahn, professeur de sociologie.	22 avril 2009
Université Simon Fraser	Olena Hankivsky, professeure agrégée, codirectrice du Programme de politique publique.	22 avril 2009
Passeport pour ma réussite	David Hughes, président et chef de la direction.	22 avril 2009
À titre personnel	Derek Cook.	23 avril 2009
Université Carleton	Frances Abele, professeure, École de politique et d'administration publiques.	29 avril 2009
Université de Regina	Doug Durst, professeur, Faculté du travail social.	29 avril 2009
À titre personnel	Andy Siggner.	29 avril 2009

Association nationale des centres d'amitié	Peter Dinsdale, directeur exécutif.	29 avril 2009
Université de la Colombie-Britannique	Daniel Hiebert, professeur de géographie.	6 mai 2009
Institut national de la recherche scientifique, Centre Urbanisation Culture Société	Damaris Rose, professeure titulaire, géographie urbaine et sociale.	6 mai 2009
Conseil ontarien des agences servant les immigrants	Debbie Douglas, directrice exécutive.	6 mai 2009
Ville de Vancouver	Jill Davidson, directrice adjointe, Politique sur le logement.	28 mai 2009
Ville de Toronto	Sean Gadon, directeur, Bureau de logement abordable.	28 mai 2009
Université de Victoria	Michael J. Prince, professeur titulaire de la chaire Lansdowne en politique sociale.	29 mai 2009
Caledon Institute of Social Policy	Michael Mendelson, chercheur principal.	29 mai 2009
Université d'Ottawa	Miles Corak, professeur titulaire, École supérieure d'affaires publiques et internationales.	29 mai 2009
Université de Montréal	Dre Marie-France Raynault, directrice scientifique adjointe, Santé des populations.	29 mai 2009
Université du Manitoba	Sid Frankel, professeur agrégé, Faculté du travail social; Evelyn Forget, professeur, Sciences de la santé communautaires.	29 mai 2009
The Toronto Star	Laurie Monsebraaten, journaliste.	29 mai 2009
Université de Montréal	Alain Noël, professeur, Département de science politique.	3 juin 2009

Vibrant Communities Saint John Leadership Roundtable	Tom Gribbons, président.	3 juin 2009
Hamilton Roundtable for Poverty Reduction	Liz Weaver, directrice.	3 juin 2009
Gouvernement de l'Ontario	L'honorable Deb Matthews, députée, ministre des Services à l'enfance et à la jeunesse.	3 juin 2009
Association nationale d'habitation autochtone	Charles W. Hill, directeur exécutif ; David Seymour, membres, conseil d'administration.	5 juin 2009
Calgary Homeless Foundation	Alina Tanasescu, gestionnaire, Recherche et politiques publiques.	5 juin 2009
Canada Sans Pauvreté	Rob Rainer, directeur général.	5 juin 2009
Le conseil national du bien-être social	Sheila Regehr, directrice.	5 juin 2009
À titre personnel	David Snow.	5 juin 2009
Institut Wellesley	Michael Shapcott, directeur, Logement abordable et innovation sociale.	5 juin 2009
Association canadienne d'habitation et de rénovation urbaine	Phil Brown, membre du conseil d'administration.	5 juin 2009
Focus Consulting Inc.	Steve Pomeroy, président.	5 juin 2009
À titre personnel	Margaret Eberle, consultante en politique sur le logement, Eberle Planning and Research.	5 juin 2009
Société canadienne d'hypothèques et de logement	John Black, directeur, Politique visant les besoins logement; Debra Darke, directrice, Développement des collectivités.	11 juin 2009

Ressources humaines et Développement des compétences Canada	<p>Frank Vermaeten, sous-ministre adjoint principal;</p> <p>Frank Fedyk, sous-ministre adjoint délégué;</p> <p>Dominique La Salle, directeur général, Secrétariat des politiques sur les aînés et les pensions ;</p> <p>Jane Weldon, directrice générale, Secrétariat des partenariats de lutte contre l'itinérance.</p>	11 juin 2009
À titre personnel	Claire Heslop.	18 juin 2009
Statistique Canada	<p>Russell Wilkins, analyste principal, Division de l'analyse de la santé;</p> <p>Jillian Oderkirk, directrice, Division de l'analyse de la santé.</p>	18 juin 2009
Régie régionale de la santé de Saskatoon	Dr Cory Neudorf, médecin hygiéniste en chef.	18 juin 2009
À titre personnel	Darrell Powell, défenseur national - Santé mentale et invalidité des travailleurs handicapés au Canada.	18 juin 2009
À titre personnel	D ^{re} Lisa Doupe, consultante.	18 juin 2009

Annexe 3 - Outils d'analyse

La première section contient un résumé des outils d'analyse utilisés aux fins du présent rapport. En voici une description plus détaillée.

Secteur public, secteur privé et bénévolat

Le Comité comprend bien que la solution des problèmes de pauvreté, de logement et d'itinérance n'incombe pas uniquement au gouvernement, pas plus qu'elle ne peut ni ne doit reposer uniquement sur les épaules des démunis. Nous nous sommes concentrés sur les instruments de politique, surtout, mais pas exclusivement, au niveau fédéral, mais nous avons été très favorablement impressionnés par l'énorme apport du secteur privé et de la société civile à l'amélioration de la condition socioéconomique des populations. Les deux ont beaucoup contribué à la création d'emplois et aidé à préparer les gens à occuper les emplois créés. Ils ont aussi beaucoup fait pour cerner les besoins des personnes qui n'ont pas les moyens de se procurer les biens et services dont elles ont besoin et y répondre.

Des travaux de recherche, les témoins entendus à Ottawa, Halifax et St. John's et le personnel et les clients des agences de service de ces villes, ainsi que de Vancouver, Calgary, Regina, Winnipeg, Toronto et Montréal ont permis au Comité de constater que les entreprises et les dirigeants locaux prennent souvent l'initiative pour combler les lacunes des programmes sociaux, s'attaquer aux problèmes économiques et sociaux de nature systémique et bâtir des collectivités plus fortes, au niveau local. Nous leur avons demandé conseil, et leurs suggestions, citées ici, nous ont aidés à formuler les nôtres. Nous avons aussi recensé les pratiques prometteuses de ces intervenants (on en trouvera une brève description à l'annexe 3) qui améliorent vraiment le sort des pauvres et des sans-abri pour en encourager la généralisation.

Enfin, nous nous sommes demandé comment les divers secteurs, dans leur recherche de moyens de réduire la pauvreté, d'améliorer l'accès à des logements abordables et d'éliminer l'itinérance, pouvaient faire cause commune en quelque sorte. On trouvera à la section 6 une discussion et des recommandations.

Cycle de vie

Le Comité s'est efforcé dans ses délibérations d'envisager les problèmes dans le contexte de toute une vie. Il est accepté depuis un certain temps que toute vie comporte des transitions cruciales : l'achèvement des études, le premier emploi, l'achat d'une maison, la naissance d'un enfant, le divorce, le décès d'un conjoint, et la retraite, pour ne nommer que ceux-là. Nous savons aussi que la grande majorité des Canadiens réussit ces transitions, avec l'aide de leurs parents et amis, et parfois aussi de leur employeur. Pour certains, cependant, ces transitions peuvent entraîner une importante perte de revenu et une certaine insécurité en matière de logement.

Certains estiment qu'il serait plus utile de prévoir des interventions en prévision de ces bouleversements ou des interventions à court terme en réaction à ceux-ci que de concevoir des politiques et des programmes faisant totalement abstraction de ce qui précède et de ce qui suit ces événements.

Ainsi, il serait futile et mesquin d'exiger des personnes qui sollicitent une aide financière qu'elles liquident d'abord tout leur avoir (épargne, maison et autres biens). Nous reviendrons sur cette question plus loin.

En outre, on a fait valoir au Comité que les solutions peuvent changer, suivant le type de transition :

Imaginez que l'on réfléchisse à la pauvreté dans le sens général du terme et aux programmes qui s'imposent suivant les différents stades du cycle que représente la vie d'une personne. Si nous songeons à la veuve des années 1950 et 1960, nous savons que, là où elle était pauvre une année donnée, elle était pauvre à jamais. Il convient aussi de dire que l'argent était non seulement un symptôme du problème qu'elle avait, mais aussi une cause. Le manque de fonds l'empêchait de participer de façon normale aux affaires de la société. Dans ce cas, à ce stade-là de la vie, les transferts de revenu représentent peut-être le mécanisme approprié. Un des grands exploits attribuables au régime d'assistance sociale du Canada consiste à avoir suscité le déclin de la pauvreté chez les personnes âgées. Cependant, à l'autre extrémité du spectre de l'âge — nous avons affaire à l'enfant ici —, l'intervention tout indiquée sera qualifiée peut-être d'investissement et non pas de soutien du revenu [...] Au milieu de la vie, nous réfléchissons davantage en termes d'assurance. Les gens sont actifs sur le marché du travail, c'est comme cela qu'on fait son chemin dans la vie. Tout de même, un accident peut arriver. Il faut une forme d'assurance sociale.

(Miles Corak, professeur, École supérieure d'affaires publiques et internationales, Université d'Ottawa, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 mai 2009)

Analyse de la diversité

Le Comité a prêté attention dans ses travaux à la manière dont les politiques et programmes publics ont des effets différents sur divers groupes démographiques. Ainsi, il met l'accent sur les groupes qui sont surreprésentés parmi les pauvres et les sans-abri et l'effet des politiques et programmes publics généraux sur eux, mais il leur consacre aussi une section dans laquelle il décrit la situation particulière dans laquelle se trouvent les personnes seules, les chefs de famille monoparentale, les Autochtones, les personnes handicapées et les nouveaux venus au Canada (immigrants et demandeurs d'asile). Le Comité met donc l'accent sur les politiques et programmes destinés à répondre aux besoins de ces groupes, et formule des recommandations à leur sujet.

Le Comité sait cependant parfaitement que ces groupes ne sont pas les seuls qui présentent des particularités.

Sexe

Le Comité a tenu des audiences portant en particulier sur la pauvreté chez les femmes. Malgré une progression notable de leurs taux d'activité et de leurs revenus, les femmes (et leurs enfants) sont particulièrement vulnérables, notamment sur le plan financier, quand elles sont forcées de quitter le foyer pour échapper à la violence conjugale ou quand leur union se dissout.

[L]es revenus moyens des femmes sont toujours de l'ordre de 62 ou 64 % de ceux des hommes; pour les femmes qui occupent un emploi à temps plein, le pourcentage est plus élevé : 72 %. Les chiffres sont relativement constants. Il n'y a aucune évolution, aucune amélioration. Il y a eu une amélioration par le passé, mais nous sommes maintenant bloqués à un certain niveau.

Chez les femmes qui élèvent seules des enfants, le taux de pauvreté atteint 33 %. Chez les femmes seules de 65 ans et plus, il est de 20 %; chez les femmes seules de moins de 65 ans, il est de 37 %. Ce sont là des taux très élevés.

(Glenn Drover, travailleur social, Association canadienne des travailleuses et travailleurs sociaux, *Témoignages*, Comité, 1^{re} session, 39^e législature, 10 mai 2007)

Le Comité traite de l'impact particulier des programmes sur les femmes dans l'ensemble du rapport.

Race

On a fait valoir durant les audiences que la race (l'appartenance à une minorité visible) joue un rôle dans la pauvreté et l'insécurité en matière de logement et de revenu⁴⁷⁵.

D'après Boris Palameta, les immigrants appartenant à une minorité visible sont « plus susceptibles que les autres immigrants de connaître une situation de faible revenu », peu importe depuis combien de temps ils vivent au Canada⁴⁷⁶. Pour lui, certains facteurs comme la langue, la reconnaissance des titres de compétence étrangers et la discrimination pourraient jouer un rôle dans cette situation. D'autres analystes ont noté une corrélation positive possible entre le fait d'être un nouveau venu au Canada et de ne pas être de race blanche et le risque de pauvreté, l'incidence et la durée de la pauvreté⁴⁷⁷.

Si les personnes qui ne sont pas de race blanche sont de plus en plus nombreuses parmi les nouveaux arrivants, les personnes appartenant à une minorité visible ne sont pas toutes des nouveaux venus et les nouveaux venus ne sont pas les seuls à faire l'objet de racisme. On a dit au Comité que pas moins du tiers des personnes victimes de racisme sont nées au Canada et qu'elles vivent la même chose que les nouveaux arrivants victimes de racisme⁴⁷⁸. Durant sa visite à Winnipeg, on a dit au Comité que le racisme envers les jeunes Autochtones est très répandu; des témoins ont par ailleurs dit estimer que la politique fédérale n'en fait pas assez au sujet du racisme et de ses liens avec la pauvreté. Un témoin en particulier a dit à ce sujet :

[Les Autochtones] ont à affronter du racisme de la part de leur propriétaire, des employeurs auxquels ils s'adressent, des commis dans les magasins et des serveurs dans les restaurants lorsqu'ils montrent leur carte d'Indiens inscrits, ainsi que de la police et des autorités qui appliquent la politique dite de tolérance zéro. Le racisme est à la fois personnel et systémique. Faisant partie du système, il est difficile à combattre.

(Douglas Durst, professeur, Faculté du travail social, Université de Regina, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 29 avril 2009)

⁴⁷⁵ Voir à ce sujet les témoignages de Roberto Jovel et de Michèle Thibodeau-DeGuire devant le Comité (1^{re} session, 39^e législature, 10 mai et 14 juin 2007 respectivement).

⁴⁷⁶ Boris Palameta, « Le faible revenu chez les immigrants et les minorités visibles », *Perspectives*, n^o 75-001-XIE au catalogue, Statistique Canada, avril 2004.

⁴⁷⁷ Michael Ornstein, *Ethno-Racial Groups in Toronto, 1971–2001: A Demographic and Socio-Economic Profile*, Institute for Social Research, York University, 2006, p. 91; Cheryl Teelucksingh et Grace-Edward Galabuzi, « Impact of Race and Immigrants Status on Employment Opportunities and Outcomes in the Canadian Labour Market », *Policy Matters*, n^o 22, Centre d'excellence conjoint pour la recherche en immigration et en intégration, novembre 2005, p. 1; Jeffrey G. Reitz, *Social Risks for Newcomers to Canada: Issues Respecting the Role of Government in Ontario*, 2003, p. 16.

⁴⁷⁸ Avy Go, mémoire au Comité, 2^e session, 39^e législature, mars 2008, p. 2.

Intersectionnalité

Enfin, le Comité est conscient de l'exacerbation du désavantage subi à l'intersection de ces groupes. Par exemple, un Autochtone handicapé risque plus d'être pauvre qu'un non-Autochtone handicapé; une femme autochtone risque plus d'être pauvre qu'un homme autochtone.

Un spécialiste de la question a donné le conseil suivant au Comité :

Au chapitre des interventions en matière de politique générale [...] il est important de tenir] compte des effets différentiels qu'elle aura sur une population canadienne diversifiée [...] l'analyse sexospécifique est l'une des approches les plus utilisées à l'heure actuelle. Ce type d'analyse permet d'examiner les effets différentiels que pourraient avoir sur les hommes et sur les femmes les politiques et les mesures législatives proposées [...] nous devons aller au-delà d'une analyse sexospécifique et adopter une méthode d'analyse plus raffinée et plus subtile que l'on désigne actuellement, tant dans le contexte européen que dans le contexte américain, sous le terme d'« intersectionnalité ». Dans le cadre d'une analyse intersectionnelle, la complexité des liens réciproques entre divers paramètres comme le sexe, la race, l'origine ethnique, la classe sociale, la géographie, l'âge et le degré de capacité est prise en compte de manière à ce que l'on puisse acquérir une compréhension des expériences vécues par chaque personne et pour faire en sorte de concevoir des politiques plus inclusives. Plutôt que d'examiner les personnes en tenant compte d'une seule catégorie d'analyse comme le sexe, la race ou la classe sociale, l'analyse intersectionnelle combine tous ces paramètres pour déterminer leur effet conjugué sur les expériences de chaque personne et leurs besoins en matière d'éducation et de santé. Ce type d'approche serait extrêmement efficace dans le cadre d'une étude sur la pauvreté et l'itinérance.

(Olena Hankivsky, professeure agrégée, codirectrice du Programme de politique publique, Université Simon Fraser, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009)

Un autre témoin, qui présentait à Ottawa des données détaillées sur les chemins qui mènent à la pauvreté, a rappelé au Comité l'importance de ce type d'analyse pour l'élaboration de politiques adaptées :

Il ne suffit pas de prendre acte du fait que certains groupes sont plus touchés que d'autres par la pauvreté. Afin de véritablement comprendre les causes de l'itinérance et le genre d'aide à apporter aux sans-abri, il convient d'adopter une approche intersectionnelle. Le terme intersectionnel sous-entend que l'expérience de vie de chacun est forgée par de multiples caractéristiques, y compris le sexe, l'ethnie, les capacités personnelles, la classe sociale, l'orientation sexuelle et ainsi de suite. Tous ces facteurs se fusionnent en un faisceau complexe dont le résultat est trop souvent la pauvreté.

(Fran Klodawsky, professeure, département de géographie et d'études environnementales, Université Carleton, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 4 juin 2008)

Dans certains cas, il n'y a pas de données sur ce type d'effets, et les témoins n'en ont pas parlé. Cependant, le Comité s'est efforcé dans la mesure du possible de saisir ces effets divergents dans son rapport.

Divergences régionales

Le Comité a entendu des témoins de tout le Canada et s'est rendu dans des organismes de services dans de nombreuses grandes villes. Il a été frappé par l'omniprésence de la pauvreté, des problèmes de logement et de l'itinérance dans toutes les provinces et toutes les grandes villes. Il a constaté cependant que certaines régions, provinces et villes présentent des problèmes particuliers à cet égard.

Par exemple, de nombreux témoins des provinces de l'Atlantique ont signalé que la « précarité énergétique » se répand dans la région⁴⁷⁹. À l'autre bout du pays, nous avons appris que Vancouver avait dû remettre à plus tard l'application du principe de la lutte contre l'itinérance « un logement d'abord » en raison d'une pénurie de logements⁴⁸⁰. Entre les deux, on nous a signalé la concentration de la pauvreté et de l'itinérance chez les Autochtones vivant hors réserve dans les villes des Prairies et la concentration de la pauvreté et du manque de logements abordables chez les nouveaux arrivants à Montréal, Toronto et Vancouver.

Ces divergences se reflètent dans les mesures prises dans les différentes provinces et villes, par les pouvoirs publics et les organisations non gouvernementales. Elles font ressortir l'importance de la souplesse dans les politiques et programmes fédéraux, ainsi que les interventions de qualité effectuées au niveau local pour résoudre des problèmes particuliers.

Compétences

Le Comité est conscient de la primauté de la compétence des autorités provinciales et territoriales dans de nombreux domaines liés à la pauvreté, au logement et à l'itinérance.

Dans chaque province, nous avons été impressionnés par les politiques et programmes qui contribuent à la réduction de la pauvreté, à la création de logements abordables et à la lutte contre l'itinérance. Beaucoup s'inscrivent dans le cadre d'une stratégie de lutte contre la pauvreté ou d'une stratégie visant le logement ou l'itinérance. Nous mettons en relief certaines de ces interventions des gouvernements des provinces dans la section du rapport qui porte sur les initiatives dont le succès est avéré et sur les pratiques prometteuses et donnons plus de détails à l'annexe 4.

Par ailleurs, le Comité a été saisi des lacunes ou des problèmes de mise en œuvre des programmes de chaque province, causés dans certains cas par leur interaction avec d'autres programmes, dont les programmes fédéraux. Dans la présente étude, il met l'accent en partie sur les « problèmes persistants » des politiques et programmes publics, et surtout sur les programmes fédéraux et sur les interactions entre programmes et politiques.

Cependant, le Comité a pu constater que les Canadiens ne veulent pas que les autorités concernées se déchargent de leurs responsabilités sur d'autres, ce qu'exprime particulièrement bien une coalition interconfessionnelle de lutte contre la pauvreté dans une lettre adressée au Comité :

Les Canadiens en ont assez des querelles de compétences et s'attendent que les trois paliers de gouvernement collaborent pour offrir à tous les Canadiens des conditions de vie correctes⁴⁸¹.

⁴⁷⁹ Rob Rainer, *Témoignages*, Comité, 1^{re} session, 39^e législature, 3 mai 2007; Claredon Robicheau, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 13 août 2008; Derek Winsor, *Témoignages*, Sous-comité sur les villes, 2^e session, 39^e législature, 11 août 2008; et Clifford Lee, mémoire au Sous-comité sur les villes, 2^e session, 39^e législature, 13 août 2008.

⁴⁸⁰ Jill Davidson, *Témoignages*, Sous-comité sur les villes, 2^e session, 40^e législature, 28 mai 2009.

⁴⁸¹ Elizabeth Brown et Carolyn Earle, lettre au Comité en leur qualité de coprésidentes de Face of Poverty Consultation, 31 août 2008.

Nous sommes du même avis.

De nombreux témoins nous ont rappelé aussi que beaucoup de Canadiens attendent du gouvernement fédéral qu'il prenne l'initiative, notamment dans le contexte d'une collaboration intergouvernementale renouvelée sur ces questions.

Nos recommandations visent surtout les politiques et programmes fédéraux, mais elles portent aussi sur la nécessité pour le gouvernement fédéral et les gouvernements des provinces de se donner des objectifs communs, d'éliminer les interactions improductives des politiques et programmes, de débarrasser notre pays de la pauvreté et de l'itinérance et de voir à l'offre de logements convenables et abordables dans tout le pays. Nous présentons ces recommandations dans le respect des mesures innovatrices mises en œuvre au Canada et dans l'espoir d'en maximiser les avantages pour tous les Canadiens.

Annexe 4 - Initiatives locales

Le Comité s'est rendu dans 9 villes et 25 organismes au Canada; il y a rencontré des membres du personnel et des clients des programmes très prometteurs qui pourraient répondre aux besoins des personnes aux prises avec des difficultés reliées à la pauvreté, au logement et à l'itinérance. Bien que la question ait été brièvement abordée tout au long du rapport, la présente annexe renferme plus de précisions sur les programmes des organismes, sur les difficultés qui se posent à eux, sur les mesures qu'ils ont prises, sur les leçons qu'ils ont tirées et sur les mesures qu'ils recommandent au gouvernement.

Pauvreté

Passeport pour ma réussite Canada⁴⁸²

Le Comité a reçu le témoignage d'un membre du personnel de Passeport pour ma réussite Canada le 22 avril 2009.

Problème

[L]es études montrent que les décrocheurs ont tendance à se retrouver sans travail ou à toucher un faible salaire et, par conséquent, à payer moins d'impôts et à coûter plus cher au régime d'aide sociale. Les personnes qui n'ont pas terminé leurs études secondaires commettent davantage de crimes, ce qui constitue une menace pour la sécurité de nos collectivités et accentue les pressions qui s'exercent sur le système judiciaire. Le taux de toxicomanie chez les décrocheurs est plus élevé et le taux de grossesse chez les adolescentes qui n'ont pas terminé leurs études secondaires est plus élevé que celui des autres filles de leur âge, ce qui pèse lourdement sur le système de soins de santé⁴⁸³.

- La grande majorité des jeunes sans-abri d'un bout à l'autre du pays n'ont pas terminé leurs études secondaires, à Ottawa et à Toronto leur proportion se situe entre 63 et 90 %.
- Le taux de chômage chez les 25 à 44 ans qui n'ont pas de diplôme d'études secondaires est de 12,2 % – soit près du double de ce qu'il est chez ceux qui ont terminé leurs études secondaires sans plus⁴⁸⁴.

Du point de vue de Passeport pour ma réussite, le fort taux de décrochage n'est pas uniquement un problème d'ordre scolaire, communautaire ou familial, mais tous ces aspects y jouent un rôle.

Solution

Passeport pour ma réussite offre gratuitement un vaste éventail de services de soutien pour aider les jeunes à se concentrer sur leurs études et à surmonter les défis quotidiens qui se dressent parfois sur la route de la réussite. L'idée est de soutenir les jeunes à la maison et dans la collectivité, là où ils passent la plus grande partie de leurs journées et là où les distractions qui pourraient les pousser à décrocher sont les plus nombreuses. Passeport pour

⁴⁸² David Hughes, président-directeur général, Passeport pour ma réussite Canada, mémoire présenté au Sous-comité sur les villes, 2^e session, 40^e législature, 22 avril 2009.

⁴⁸³ *Ibid.*

⁴⁸⁴ *Ibid.*

ma réussite privilégie une approche communautaire. Ainsi, le personnel affecté au programme travaille de concert avec la collectivité, l'école et la famille pour offrir aux jeunes de chaque collectivité les services de soutien dont ils ont besoin.

Dès que les bénévoles de la collectivité appelés à intervenir auprès des élèves ont acquis les capacités requises, Passeport pour ma réussite demande aux élèves, à leurs parents et à leur école de « s'engager par contrat » à satisfaire aux attentes et à s'acquitter des responsabilités que leur confère le programme. Des bénévoles agissent comme tuteurs et mentors auprès des élèves après les heures de classe. Pour les jeunes, c'est comme avoir un « conseiller » ou un « arbitre » personnel⁴⁸⁵. Le « conseiller » les aide à composer avec les difficultés auxquelles ils sont confrontés et aussi à saisir les occasions qui se présentent. Passeport pour ma réussite offre aussi un soutien financier comme des coupons pour l'achat de repas ou des billets d'autobus, ainsi qu'une aide financière plus importante sous la forme de bourses d'études.

Bilan

Le Sous-comité a appris le premier programme Passeport pour ma réussite a été mis sur pied en 2001 dans la collectivité de Regent Park, à Toronto, où le revenu familial moyen était inférieur à 18 000 \$ et où le taux de décrochage scolaire était le double de la moyenne pour Toronto. Les auteurs d'une évaluation ont constaté qu'après huit ans d'existence, 90 % des jeunes en âge de fréquenter l'école secondaire sont maintenant inscrits au programme Passeport pour ma réussite et que le taux de décrochage scolaire est passé de 56 % à moins de 10 %. De même, le nombre d'élèves qui poursuivent des études postsecondaires a quadruplé et atteint aujourd'hui 80 % alors qu'il n'était que de 20 % au départ. Pour 90 % de ces élèves, il s'agit d'une première dans leur famille⁴⁸⁶.

Dans son étude du programme Passeport pour ma réussite, le Boston Consulting Group a conclu que le rendement social du capital investi s'élevait à 25 \$ pour chaque dollar investi dans le programme. Pour chaque élève qui obtient un diplôme, le bénéfice cumulé permanent pour l'ensemble de la société a été évalué à 400 000 \$, si l'on tient compte uniquement des recettes fiscales supplémentaires et des paiements de transfert moins élevés généralement imputables aux élèves de niveau secondaire et qu'on les compare aux coûts du programme. Cette analyse a eu l'heure d'impressionner le Sous-comité.

Le Sous-comité aimerait beaucoup encourager la reproduction des modèles de programmes communautaires efficaces susceptibles de fonctionner dans d'autres collectivités. Il a appris que la bonne marche du programme repose en bonne partie sur la participation des bénévoles et sur l'engagement de la collectivité. Bien que le programme ait été reproduit dans cinq collectivités canadiennes ces dernières années, il a fallu au préalable choisir soigneusement la collectivité, déterminer les dirigeants de la collectivité et établir une coalition de partenaires communautaires. Le programme est spécialement adapté en fonction de chaque collectivité.

⁴⁸⁵ *Ibid.*

⁴⁸⁶ *Ibid.*

Intervention gouvernementale

Au fil des témoignages, le Sous-comité a entendu des recommandations précises concernant les mesures qui pourraient contribuer à réduire le taux de décrochage et la pauvreté dans les régions urbaines.

- Investir dans des programmes comme Passeport pour ma réussite et d'autres semblables, qui contribuent à réduire le taux de décrochage. La reproduction du programme dans d'autres collectivités serait utile, mais sa mise en œuvre doit continuer d'être le fruit d'un effort concerté de la part des bénévoles et de la collectivité et doit reposer sur la participation de la famille et de la collectivité; il ne faut rien précipiter.
- Établir des objectifs audacieux et ambitieux pour les villes et les provinces au chapitre du niveau de scolarité. Constituer une équipe ou un groupe de travail national, qui serait multiniveaux, multisectoriel et multidisciplinaire et qui travaillerait de concert avec le gouvernement, les entreprises et les organismes sans but lucratif pour que l'objectif visant à éliminer complètement le décrochage soit atteint.
- Exiger que le suivi et la communication des statistiques scolaires relative à l'accumulation de crédits, à la fréquentation scolaire, aux diplômes et aux notes obtenues aux examens normalisés dans les matières principales se fassent par code postal afin de faciliter l'identification – et l'analyse – des collectivités à risque élevé ou à faible risque. Les principales difficultés surviennent aux environs de la neuvième et de la dixième années.

Circle Project Association⁴⁸⁷

Visite des lieux le 14 juillet 2009, Regina (Saskatchewan)

Problème

La proportion d'Autochtones qui terminent leurs études secondaires est sensiblement moins élevée que dans la population en général⁴⁸⁸. De récentes recherches indiquent qu'à Winnipeg et à Regina, au moins 48 et 44 % respectivement de la population autochtone n'a pas de certificat d'études secondaires⁴⁸⁹. Il a été démontré que l'augmentation du taux d'achèvement des études secondaires a un impact positif sur le taux de chômage chez les Autochtones⁴⁹⁰. Lorsque le programme Circle Project a été lancé au début des années 1980, le taux de décrochage chez les élèves autochtones atteignait 85 %, tandis que le taux de

⁴⁸⁷ Circle Project Association Inc., <http://www.circleproject.ca/index.html>, consulté le 6 août 2009.

⁴⁸⁸ Michael Mendelson, « *Improving Primary and Secondary Education on Reserves in Canada* », *Caledon Commentary*, Caledon Institute of Social Policy, octobre 2006, <http://www.caledoninst.org/Publications/PDF/608ENG.pdf>, consulté le 30 juillet 2009.

⁴⁸⁹ *Ibid.*

⁴⁹⁰ Andrew Sharpe, Jean-François Arsenault, Simon Lapointe et Fraser Cowan, *The effect of increasing Aboriginal education attainment on the labour force, output and the fiscal balance*, Centre d'étude des niveaux de vie, mai 2009, <http://www.csls.ca/reports/csls2009-3.pdf>, consulté le 30 juillet 2009.

dépendance à l'égard de l'aide sociale et de l'assurance-chômage s'établissait à environ 90 %⁴⁹¹.

La population de Regina est constituée à 9,3 % d'Autochtones; ce taux est parmi les plus élevés au pays et place Regina au troisième rang de toutes les grandes villes canadiennes, tout juste derrière Winnipeg (10,2 %) et Saskatoon (9,9 %)⁴⁹². Même si les Autochtones ont fait des gains économiques importants au cours des 20 dernières années, les données du Recensement de 2006 montrent que 37 % de la population autochtone de la Saskatchewan vit sous le SFR ou tout juste au niveau de celui-ci⁴⁹³.

Solution

Le Circle Project offre aux adultes de 18 ans et plus des programmes de formation, de consultation et de soutien adaptés à la vision autochtone qui privilégie l'intégralité, l'équilibre et la guérison. Le programme d'enseignement de base destiné aux adultes aide les participants à obtenir leur certificat d'équivalence de douzième année. L'organisme offre en outre des séances d'initiation au rôle parental traditionnel de même qu'un programme appelé KidsFirst, grâce auquel les parents d'enfants d'âge préscolaire peuvent obtenir de l'aide et des services⁴⁹⁴. Les programmes sont accessibles à la collectivité de Regina au centre principal et dans différents locaux satellites. Environ 90 à 95 % de la clientèle est autochtone. Les services de consultation s'adressent aux clients aux prises avec différents problèmes (p. ex, toxicomanie, violence familiale et gestion de la colère). Dans un local distinct spécialement construit à cette fin, le Circle Project exploite une garderie accréditée pour les enfants de 18 mois à 12 ans.

Bilan

La formation de base destinée aux adultes en vue de l'obtention d'un certificat d'équivalence d'études secondaires prend la forme d'une série de cours qui permettent aux élèves de progresser à leur rythme. Les membres du Sous-comité ont appris que bien des élèves s'y reprennent plus d'une fois, au fur et à mesure qu'ils arrivent à stabiliser les autres aspects de leur vie, et que cette souplesse joue pour beaucoup dans le succès du programme. Circle Project offre des services de soutien et d'orientation aux élèves qui cherchent un logement ou ont besoin d'une aide financière, mais l'accent est surtout mis sur ce que le personnel appelle les « services de deuxième niveau » et qui consistent à répondre aux besoins des gens qui « s'aident eux-mêmes, grâce aux études, aux mesures de sensibilisation culturelle, à la famille et à la collectivité⁴⁹⁵ ». Le personnel compte un certain nombre d'anciens élèves qui ont depuis terminé leurs études secondaires, puis des études collégiales.

Les membres du Sous-comité ont pu constater que la culture et les enseignements autochtones faisaient partie intégrante de chaque aspect des services offerts et ont été renforcés par la présence d'un grand nombre d'employés autochtones⁴⁹⁶. La majorité des

⁴⁹¹ Circle Project Association Inc., *Annual Report*, 2009.

⁴⁹² Douglas Durst, « À la fois « perdus » et « retrouvés » : Les Autochtones vivant en milieu urbain dans les villes canadiennes », *Nos diverses cités*, n° 6, printemps 2009, p. 93.

⁴⁹³ Bill Holden, Nicola Chapin, Carmen Dyck et Nich Frasier, *Poverty Reduction Policies and Programs: Saskatchewan*, Conseil canadien de développement social, 2009, p. 5.

⁴⁹⁴ Site Web du Circle Project, <http://www.circleproject.ca/>, consulté le 2 juillet 2009.

⁴⁹⁵ Circle Project, *Mission Statement*, octobre 1997. [traduction]

⁴⁹⁶ Devlin and Associates Canada, *An Evaluation of The Circle Project*, mars 2007.

membres du conseil d'administration sont autochtones. Les aînés participent de façon concrète à tous les aspects du fonctionnement de l'organisme⁴⁹⁷. Le personnel, les élèves, les bénévoles et les aînés ont entretenu les membres du Sous-comité de l'importance de conserver au programme ses assises autochtones.

Intervention gouvernementale

Les participants aux groupes de discussion, notamment les élèves inscrits au programme de préparation à l'obtention d'une équivalence d'études secondaires, le personnel et les aînés, ont lancé les idées suivantes lorsqu'on leur a demandé des exemples de mesures qui les aideraient à atteindre leurs objectifs scolaires :

- Les services qui ne sont accessibles actuellement qu'aux bénéficiaires de l'aide sociale, comme l'allocation-logement et les subventions au titre des soins médicaux et dentaires et des services de garde, devraient être offerts à toutes les personnes à faible revenu; cela les inciterait à s'affranchir de l'aide sociale pour aller à l'école ou travailler, puisqu'elles ne perdraient pas l'aide dont elles ont besoin.
- Les participants au groupe de discussion ont unanimement insisté sur la nécessité d'offrir un meilleur soutien aux personnes qui renoncent à l'aide sociale pour étudier à temps plein. Selon l'évaluation qu'ils font de l'actuel programme d'allocation provinciale de formation (APF)⁴⁹⁸, il n'y a aucun avantage financier à renoncer à l'aide sociale pour entreprendre des études à temps plein, en particulier pour les chefs de famille monoparentale. Leur expérience montre que l'allocation ne leur permet pas de réagir suffisamment rapidement aux récentes hausses des loyers et des tarifs des services publics, et omet de prendre en compte les frais de garde.
- L'adoption de stratégies nationales en matière de logement et de garde d'enfants pourrait atténuer certains des plus gros obstacles auxquels se heurtent les élèves désireux de s'affranchir de l'aide sociale pour entreprendre des études ou pour travailler.

Urban Circle Training Centre⁴⁹⁹

Visite des lieux le 15 juillet 2009, Winnipeg (Manitoba)

Problème

À l'instar de Regina, Winnipeg, abrite une forte concentration d'Autochtones. Même si le taux d'achèvement des études secondaires a progressé et si les taux de pauvreté ont diminué, la demande demeure grande pour la mise en place de programmes visant à aider les jeunes femmes autochtones à terminer leurs études secondaires et à pousser plus loin leurs

⁴⁹⁷ Circle Project Association Inc., *Annual Report 2009*, juin 2009.

⁴⁹⁸ L'allocation provinciale de formation (APF) offre un soutien du revenu aux étudiants à faible revenu inscrits à un programme de formation de base approuvé, à un projet de développement de la main d'œuvre ou à une formation professionnelle accélérée. Pour plus de renseignements, voir gouvernement de la Saskatchewan, <http://www.aeel.gov.sk.ca/pta/>, consulté le 20 juillet 2009.

⁴⁹⁹ Urban Circle Training Centre Inc., <http://www.urbancircletraining.com/home.htm>, consulté le 7 août 2009.

études⁵⁰⁰. Voici ce qui est dit dans une étude sur les Autochtones en milieu urbain vivant dans les villes de l'Ouest :

Les jeunes Autochtones se heurtent à trois grands obstacles : difficulté à développer une identité autochtone positive et difficulté à trouver des occasions d'emploi qui leur conviennent et à terminer leurs études secondaires⁵⁰¹.

Solution

« Le premier programme a directement répondu au besoin exprimé par les femmes autochtones des quartiers défavorisés de Winnipeg d'acquérir une formation qui leur permette d'obtenir un emploi intéressant⁵⁰² ». L'Urban Circle Training Centre (UCTC) a amorcé ses activités il y a près de 20 ans avec un programme destiné exclusivement aux femmes bénéficiaires de l'aide sociale. Ce programme, tout comme ceux offerts aujourd'hui, ouvre la voie vers l'échelle de l'éducation – puisqu'elle permet dans un premier temps aux participantes d'acquérir des connaissances pratiques, puis une formation de base pour adulte, avant d'entreprendre leur préparation en vue de l'obtention d'un certificat d'équivalence de douzième année et d'éventuellement s'inscrire à des cours accrédités par un établissement collégial. Les participantes peuvent s'inscrire à n'importe quel niveau. Elles reçoivent un soutien « intégré » tout au long de leur cheminement pour atteindre le niveau de scolarité requis pour obtenir un emploi. Le centre de formation de quatre salles de classe d'Urban Circle, spécialement construit à cette fin dans les quartiers défavorisés de Winnipeg, accueille maintenant 130 étudiantes par année.

Bilan

Les membres du Sous-comité ont pu eux-mêmes constater comment l'édifice de l'UCTC fait partie intégrante du programme du Centre et est représentatif de son approche. L'édifice, en forme de tortue, dont chacune des quatre pattes abrite une des quatre salles de classe, offre l'espace nécessaire à l'implantation des racines autochtones du programme. Le personnel a indiqué que la construction du Centre avait elle-même contribué au développement d'une conscience communautaire autochtone.

Normalement, les premières semaines de formation sont consacrées à l'acquisition de connaissances pratiques. Les membres du Sous-comité se sont fait dire par les étudiantes que les connaissances pratiques et les enseignements acquis grâce à l'approche d'apprentissage comptent pour autant dans leur succès que le contenu du cours. Le taux d'obtention d'un diplôme et d'emploi chez les étudiantes atteint 85 à 90 %. Un suivi est effectué auprès des étudiantes six et 18 mois après qu'elles ont terminé leur formation. Pour la plupart des programmes de formation, les frais de scolarité sont assumés par les bailleurs de fonds de l'Urban Circle; les étudiantes doivent assumer elles-mêmes leurs frais de subsistance. Pour être admissibles, elles doivent toucher des prestations d'aide sociale ou d'assurance-emploi, ou bénéficier de l'aide financière du conseil de bande ou de la Fondation des métiers du Manitoba.

⁵⁰⁰ Jim Silver, « The Inner Cities of Saskatoon and Winnipeg : A New and Distinctive Form of Development », Centre canadien de politiques alternatives, janvier 2008, p. 11.

⁵⁰¹ Durst, p. 95.

⁵⁰² Urban Circle Training Centre, <http://www.urbancircletraining.com/aboutus.htm>, consulté le 7 août 2009. [traduction]

Le personnel a expliqué aux membres du Sous-comité que le Centre attire maintenant des hommes grâce à son nouveau programme d'apprentissage de métiers. Avec ses 130 inscriptions par année, le Centre a toutefois atteint sa capacité maximale. L'UCTC songe à offrir de nouveaux services; par exemple, il prévoit ouvrir une garderie dans un immeuble situé à proximité, et souhaiterait aussi offrir une résidence étudiante. Autrement, il est possible, selon le personnel, de reproduire le programme mais pas de l'étendre.

Intervention gouvernementale

Lors des discussions de groupe, les participantes au programme et le personnel ont formulé entre autres les recommandations suivantes en ce qui concerne l'intervention gouvernementale :

- Un financement suffisant et stable, assorti d'exigences en bonne et due forme en matière de rapport qui devrait tenir compte du fait que le Centre est un organisme qui offre des services depuis près de 20 ans.
- Toutes les étudiantes qui ont participé au groupe de discussion trouvent difficile de joindre les deux bouts lorsqu'elles fréquentent l'école. Elles proposent d'assortir le régime d'aide sociale de « diverses mesures incitatives » pour encourager celles qui s'inscrivent à un programme de formation. Elles ont tour à tour évoqué la précarité de leurs conditions de logement et le manque de logements abordables, l'instabilité des services de garde, la piètre sécurité alimentaire et la difficulté d'offrir à leurs enfants une éducation stable si elles doivent constamment déménager pour arriver à trouver un logement abordable et convenable.
- Le personnel a examiné d'autres modèles de programmes permettant de combiner travail et études, mais trouve que les restrictions applicables aux allocations de formation de l'assurance-emploi ou aux programmes d'aide sociale risquent de priver certaines étudiantes de l'aide nécessaire pour payer leurs frais de subsistance pendant qu'elles sont aux études à plein temps.

Collingwood Neighbourhood House⁵⁰³

Visite des lieux le 13 juillet 2009, Vancouver (Colombie-Britannique)

Problème

Située dans un quartier où un peu plus de 80 % des résidants appartiennent à des minorités visibles et où environ 18 % des résidants sont arrivés au Canada dans les cinq dernières années⁵⁰⁴. La collectivité est l'une des plus diversifiées de la région de Vancouver et se distingue aussi par sa forte densité; 32 % de la population est constituée de ménages à faible revenu, soit le triple de la moyenne nationale⁵⁰⁵.

⁵⁰³ Collingwood Neighbourhood House, <http://www.cnh.bc.ca/>, consulté le 6 août 2009.

⁵⁰⁴ Statistique Canada, *Profil des secteurs de recensement*, <http://www12.statcan.ca/census-recensement/2006/dp-pd/prof/92-597/P3.cfm?Lang=F&CTCODE=5273&CACODE=933&PRCODE=59&PC=V5R6C9>, consulté le 5 août 2009.

⁵⁰⁵ *Ibid.*

Solution

La Collingwood Neighbourhood House (CNH) est située au coeur de la collectivité parmi d'autres établissements partenaires, notamment des centres communautaires et des églises, le service de police communautaire et le centre de santé. Elle s'est donnée pour principale mission de bâtir des partenariats entre l'ensemble des établissements locaux. La CNH dessert tous les résidants et offre plusieurs programmes expressément destinés aux personnes à faible revenu, aux immigrants récents et aux sans-abri, qui sont tous plus vulnérables à l'isolement social.

Les programmes ont été conçus, adaptés et élargis en fonction des besoins de la collectivité. Au fil du temps, les locaux de la CNH ont été transformés pour y aménager des salles polyvalentes, une cuisine communautaire, un local réservé à la garderie, plusieurs salons pour les groupes et un jardin-terrasse communautaire. Les programmes sont offerts sur place et à l'extérieur dans la collectivité. Les groupes communautaires sont encouragés à élaborer leurs propres programmes.

La Collingwood Neighbourhood House, comme la plupart des foyers des centres communautaires, est tributaire des frais de service qu'elle perçoit ainsi que des subventions municipales, provinciales et fédérales⁵⁰⁶.

Bilan

Lors des discussions avec les membres du Sous-comité, le personnel a décrit au-delà de 20 programmes directement gérés par la CNH. Celle-ci en offre beaucoup d'autres. Elle travaille aussi en partenariat avec d'autres organismes ou veille à faciliter la mise en œuvre d'une foule d'autres programmes dans la collectivité; ce qui permet d'offrir une grande variété de programmes pour répondre aux besoins diversifiés de la collectivité. Les membres du Comité ont eu le privilège d'en apprendre un peu plus sur certains des programmes destinés aux groupes surreprésentés :

- Le personnel s'efforce de trouver des moyens pour rejoindre les nouveaux arrivants, les mères monoparentales et les grands-parents qui s'occupent de leurs petits enfants afin de tenter d'atténuer leur sentiment d'isolement. À titre d'exemple d'activités d'approche communautaire, le personnel a cité le groupe de mères monoparentales qui a démarré son propre projet de cuisine communautaire et qui se réunit régulièrement pour cuisiner ensemble plusieurs repas.
- Les services aux immigrants récents incluent la formation linguistique et les services d'aide à l'établissement, notamment un service d'orientation et d'information accessible 24 heures sur 24 dans de multiples langues. Les particuliers et les familles sont aiguillés vers d'autres fournisseurs de service qui les aident à trouver un logement, un emploi ou à inscrire leurs enfants à l'école.
- Chaque samedi matin, environ 80 sans-abri viennent prendre le petit déjeuner et peuvent prendre une douche et se procurer des vêtements propres. Plusieurs d'entre eux sont issus de la collectivité locale, mais une partie vient d'un secteur

⁵⁰⁶ Collingwood Neighbourhood House, <http://www.cnh.bc.ca/settlement.htm>, consulté le 9 juin 2009.

géographique beaucoup plus étendu; le personnel estime qu'environ 70 % de la clientèle vient du quartier Downtown Eastside de Vancouver.

- Le programme Families Branching Out réunit les résidants du secteur pour une soirée axée sur la famille au cours de laquelle les participants cuisinent et partagent un repas en plus de prendre part à d'autres activités. Le programme s'adresse aux nombreux groupes culturels représentés au sein de la collectivité.
- Les programmes à l'intention des Autochtones comprennent un club de canot qui propose chaque semaine des expéditions sur des rivières de la région.
- Les services de garde agréés de la CNH offrent des places subventionnées à environ la moitié des familles utilisatrices. Les familles peuvent aussi obtenir de l'aide pour remplir leur demande de subvention.

Intervention gouvernementale

Le personnel de la CNH a formulé les observations suivantes pour décrire les besoins de sa clientèle :

- Il y a un besoin de logements convenables et abordables et le soutien financier offert aux particuliers doit être suffisant pour leur permettre de participer pleinement aux activités de bénévolat et autres activités communautaires, si ce n'est à s'y consacrer à temps plein.
- Les nouveaux arrivants ont besoin d'un hébergement temporaire à prix abordable. Les nouveaux arrivants grossissent souvent les rangs des sans-abri invisibles; ils n'ont souvent d'autres options que de rester chez des membres de leur famille ou des amis. Le personnel sait que des familles s'entassent à plusieurs dans des logements surpeuplés pendant de longues périodes.
- Il importe d'offrir sans délai une formation linguistique à tous les nouveaux arrivants, quel que soit leur statut aux yeux de l'immigration, afin qu'ils puissent s'intégrer le plus rapidement possible.

Enfin, le financement des programmes de la Collingwood Neighbourhood House provient d'une variété de sources, souvent dicté par les fins précises auxquelles ils sont destinés. Même si cela a permis de mettre en place une vaste gamme de services, le meilleur mode de financement doit être assez souple pour permettre à l'organisme de s'adapter rapidement aux nouveaux besoins de la collectivité.

Dispensaire diététique de Montréal

Témoignage recueilli le 7 février 2008, Montréal (Québec)

Problème

À Montréal, 16 % de la population vivait avec un faible revenu en 2006⁵⁰⁷ et la proportion de travailleurs pauvres parmi les ménages à faible revenu atteignait 46,6 % en 2005. De ce nombre, 38,3 % avaient un revenu d'emploi et 8,2 % en avaient plus d'un⁵⁰⁸.

Une représentante de l'organisme a décrit la situation comme suit :

Présentement, les familles des milieux défavorisés dépensent environ 21 % de leur revenu pour la nourriture, alors qu'elles devraient dépenser environ 32 % pour être bien nourries. La grande victime de cette pauvreté, c'est l'enfant, et plus particulièrement l'enfant à naître parce que ces femmes enceintes vont donner naissance à des bébés beaucoup plus petits et beaucoup plus tôt. Or on connaît toutes les problématiques qu'engendre le fait de naître de faible poids à la naissance⁵⁰⁹.

Les mères qui vivent en région urbaine sont 1,3 fois ou 30 % plus à risque de donner naissance à des bébés de faible poids, tandis que les mères qui vivent dans des quartiers à faible revenu présentent aussi un risque accru (1,5 fois ou 50 % plus à risque comparativement aux mères qui vivent dans des quartiers à revenu élevé); et si l'alimentation n'est pas le seul facteur déterminant, elle est considérée comme un facteur important⁵¹⁰.

Selon la directrice générale du Dispensaire, les revenus des assistés sociaux sont trop faibles pour satisfaire aux normes minimales de sécurité alimentaire⁵¹¹. Selon une étude menée par le Dispensaire diététique de Montréal et financée par la ville de Montréal, le coût d'un panier à provisions nutritif s'établissait à 6,91 \$ en janvier 2009, soit une augmentation de 11 % par rapport au coût en janvier 2008⁵¹².

Solution

Si les récentes statistiques démontrent le besoin actuel, le Dispensaire diététique de Montréal (DDM) a, en réalité, été fondé à une époque beaucoup plus lointaine. En 1879, le DDM a commencé par préparer et distribuer des « mets nutritifs au domicile des Montréalais démunis⁵¹³ ». Le DDM a pour mission de promouvoir la santé dans la communauté,

⁵⁰⁷ Statistique Canada, Recensement de 2006, Profils des communautés, <http://lop01z:8080/han/CANSIMinE-STAT/www12.statcan.ca/census-recensement/2006/dp-pd/prof/92591/details/Page.cfm?Lang=F&Geo1=CMA&Code1=462 &Geo2=PR&Code2=24&Data=Count &SearchText=Montr%E9al&SearchType=Begins&SearchPR=01&B1=All&Custom>, consulté le 12 août 2009.

⁵⁰⁸ Pierre-Joseph Ulysse, *La lutte contre la pauvreté et l'exclusion par le développement social au Québec : un portrait des vingt dernières années*, Québec, Conseil canadien de développement social, 2007, p. 4.

⁵⁰⁹ Marie-Paule Duquette, *Témoignages*, Comité, 2^e session, 39^e législature, 7 février 2008.

⁵¹⁰ Institut canadien d'information sur la santé, *Nés trop vite et trop petits : étude sur les bébés de faible poids au Canada*, 2009, http://secure.cihi.ca/cihiweb/products/too_early_too_small_fr.pdf, consulté le 12 août 2009.

⁵¹¹ Marie-Paule Duquette, *Témoignages*.

⁵¹² Dispensaire diététique de Montréal, *129^e rapport annuel 2008-2009*, p. 5, <http://www.ddm-mdd.org/pdf/Rapport-08-09.pdf>, consulté le 12 août 2009.

⁵¹³ Dispensaire diététique de Montréal, http://www.ddm-mdd.org/prop/prop_hist.html, consulté le 12 août 2009.

particulièrement auprès de femmes enceintes dont le bébé est en danger en raison d'une situation socioéconomique difficile. Le DDM lutte contre la pauvreté en essayant de remédier au problème des bébés de faible poids à la naissance.

Bilan

Chaque année, le DDM vient en aide à environ 2 000 femmes démunies, notamment des adolescentes enceintes, ce qui représente plus du tiers des familles défavorisées de l'île de Montréal⁵¹⁴. Le Sous-comité a appris que le DDM offre un service très précis à sa clientèle de femmes : chacune reçoit une visite à domicile, des conseils sur la nutrition et un supplément alimentaire quotidien. Les mères sont également encouragées à prendre part à des activités de groupe notamment pour promouvoir et soutenir l'allaitement, se préparer à l'accouchement, s'initier aux soins à donner au nouveau-né et à la cuisine santé.

Les groupes surreprésentés, comme les immigrantes à Montréal, ont particulièrement besoin des services du DDM. « Quarante-quatre pour cent des bébés nés à Montréal sont issus de mères nées à l'étranger; ils vivent souvent dans une extrême pauvreté⁵¹⁵ ».

Le Sous-comité a appris que l'éventail de services offerts par le DDM coûte 650 \$ pour chaque femme aidée; ce chiffre se compare très avantageusement aux coûts beaucoup plus importants, en termes financier et humain, qu'entraînent les soins supplémentaires qui doivent être prodigués à un bébé de faible poids à la naissance⁵¹⁶. On estime que chaque dollar investi dans le programme du DDM procure des économies de 8 dollars en soins de santé⁵¹⁷. L'an dernier, un peu plus de 4,6 % des clientes du DDM ont donné naissance à des bébés de faible poids; le taux global pour Montréal s'élève à 6 %, tous statuts économiques confondus⁵¹⁸. Plus de 95 % des mères aidées par le DDM allaitent leurs bébés⁵¹⁹.

Intervention gouvernementale

Si l'essentiel du travail du DDM porte sur la nutrition, la directrice générale du DDM a parlé au Sous-comité des problèmes auxquels sont confrontées les femmes auprès desquelles le DDM intervient quotidiennement et a proposé des mesures dans les domaines suivants :

- Prestation aux familles dans le besoin d'un revenu qui est suffisant pour qu'elles puissent se payer une alimentation nutritive, un logement et des services de garde.
- L'accès à un logement abordable est un enjeu de taille pour les familles auxquelles le DDM vient en aide. Le DDM a constaté que les familles qui ont du mal à payer leur loyer renonceront à s'alimenter sainement et l'aide des banques alimentaires ne contribue pas toujours à régler le problème. Le gouvernement doit sans tarder élargir l'accès aux logements abordables de façon que les familles à faible revenu aient les moyens d'avoir une alimentation saine.

⁵¹⁴ Marie-Paule Duquette, *Témoignages*.

⁵¹⁵ *Ibid.*

⁵¹⁶ Dispensaire diététique de Montréal (DDM), *129^e rapport annuel 2008-2009*, p. 7 <http://www.ddm-mdd.org/pdf/Rapport-08-09.pdf>, consulté le 12 août 2009.

⁵¹⁷ DDM, *Évaluation de la « méthode Higgins »*, http://www.ddm-mdd.org/acti/acti_rech.html, consulté le 12 août 2009.

⁵¹⁸ DDM, *129^e rapport annuel 2008-2009*, p. 7.

⁵¹⁹ DDM, *Évaluation de la « méthode Higgins »*.

- Financement et programmes gouvernementaux pour la nutrition prénatale et postnatale. Le DDM doit intervenir rapidement pour avoir un impact sur les clientes, dont bon nombre attendent que leur grossesse soit très avancée avant de prendre contact avec le DDM pour obtenir des services. Le DDM fait valoir que l'accès à une alimentation nutritive dès les premières années de vie et l'accès à un soutien connexe durant la première année de vie de l'enfant permettent de rompre le cycle de la pauvreté.

Community Kitchen Program de Calgary⁵²⁰

Visite des lieux le 20 mai 2009, Calgary (Alberta)

Problème

Le Community Kitchen Program de Calgary (CKP) cite les données suivantes pour décrire la population pauvre de Calgary : 14,8 % des enfants, 20,6 % des aînés, 30,4 % des familles monoparentales et 12,5 % des Calgariens en général vivaient dans la pauvreté en 2006⁵²¹. Selon le Community Kitchen Program, ces groupes surreprésentés sont ceux à qui il faut consacrer plus de temps et d'argent pour qu'ils puissent mieux se nourrir eux-mêmes et mieux nourrir leurs familles. Ce sont précisément les groupes que ciblent les multiples programmes offerts par le CKP.

Solution

Mis sur pied lors de la récession de 1993, le CKP a commencé par organiser une activité de cuisine communautaire sous la supervision d'un coordonnateur bénévole. Un groupe de six mamans cuisinaient au total 357 repas nutritifs pour 17 personnes, au coût de 52 cents par personne, par repas. Ce groupe s'est réuni ainsi à tous les deux mois pendant cinq ans. Selon CKP, les participantes ont non seulement économisé un temps précieux et de l'argent grâce à cette activité, mais elles ont aussi noué des amitiés durables⁵²². C'est là le fondement du CKP. Depuis, ce programme, connu sous le nom de Calgary's Cooking, a été élargi à de multiples groupes et des activités du genre ont lieu dans au-delà de 35 autres endroits, par exemple, des églises et des cuisines de centre communautaire. Le CKP a également créé d'autres services de distribution alimentaire.

Bilan

Le fonctionnement du programme n'a à peu près pas changé depuis ses débuts. Ainsi, le CKP assure un soutien aux petits groupes autonomes en voie de démarrer une activité de cuisine communautaire et son personnel est accessible en permanence pour les conseiller. Les participantes aux groupes économisent temps et argent grâce à l'achat d'aliments en grandes quantités et à la planification des menus en fonction des soldes offerts dans les épiceries.

⁵²⁰ Community Kitchen Program de Calgary, <http://www.communitykitchenprogram.com>, consulté le 24 août 2009.

⁵²¹ Community Kitchen Program de Calgary, *Poverty Facts and Impact of the Community Kitchens Program in 2008*, brochure fournie au Sous-comité pendant la visite des lieux.

⁵²² Community Kitchen Program de Calgary, http://www.communitykitchenprogram.com/index.php?option=com_content&view=article&id=48:history-of-ckp&catid=34:history&Itemid=55, consulté le 4 août 2009. [traduction]

Le programme de distribution alimentaire Spinz-A-Round aide d'autres organismes à répondre aux besoins alimentaires de leur clientèle. Le programme recueille les dons de nourriture de Safeway, Co-op, Sobey et d'autres organismes qui, autrement, jetteraient ces denrées. Des produits frais, du pain et d'autres dons sont aussi recueillis auprès de fournisseurs et de marchés fermiers. Les membres du Sous-comité ont eu l'occasion de visiter le vaste entrepôt. Sa capacité, qui comprend un immense espace réfrigéré et offre un accès facile pour la livraison et la collecte, est un élément clef du succès du programme. Environ 120 organismes, comme Meals-on-Wheels, des églises et des banques alimentaires de Calgary, s'approvisionnent auprès de l'entrepôt de Spinz-A-Round. Le personnel du CKP a dit au Sous-comité que les stocks d'aliments de l'entrepôt Spinz-A-Round nourrissent environ 125 000 personnes et représentent une économie de coût d'au-delà de 2,3 millions de dollars. De ce nombre, 14 000 personnes sont des aînés et au-delà de 46 300, des enfants.

Le Community Kitchen Program offre également d'autres programmes, comme un service de distribution de « boîtes vertes » à des centres de service de quartiers, des services d'aide alimentaire d'urgence et des services de distribution alimentaire d'urgence en cas de catastrophe dans la ville de Calgary. Le CKP distribue aussi de la nourriture aux enfants pauvres inscrits aux programmes de camps de jour pendant l'été. Le programme Souperstars du CKP, offert dans les écoles des collectivités à faible revenu, a pour but d'éduquer les jeunes et de les renseigner sur la bonne alimentation ainsi que sur la préparation et l'achat d'aliments.

Les membres du Sous-comité ont reçu une feuille de données qui résume la portée du Community Kitchen Program en 2008 : 65 827 enfants et 88 227 adultes/aînés nourris, pour un total d'au-delà de 154 000 clients rejoints. Le CKP estime le nombre total de repas préparés en 2008 à 40 663 et le nombre d'heures de bénévolat à 11 000⁵²³.

Intervention gouvernementale

Le personnel du CKP a indiqué que l'intervention gouvernementale pourrait porter sur les aspects suivants :

- Financement à l'appui des demandes visant à reproduire le programme. D'autres organismes de Vancouver, de Seattle et de Melbourne, en Australie, qui souhaitent reproduire le programme de Calgary's Cooking, l'ont approché. Même si le Community Kitchen Program été en mesure de partager son expérience avec Banques alimentaires Canada et avec les banques alimentaires de l'Alberta, le financement de ce genre d'activité n'est pas facile. L'aide gouvernementale serait utile pour absorber les coûts inhérents au partage des programmes avec d'autres organismes intéressés.
- Financement pour l'achat d'immobilisations nécessaire à la réalisation du programme. Selon le personnel du programme, la clé de son succès réside dans leur emplacement « de rêve » et dans l'accès à un entrepôt. L'éventail et la qualité des programmes ne seraient pas ce qu'ils sont si le programme ne disposait pas d'un local loué de 9 000 pieds carrés. Le fait que l'espace d'entreposage et de réfrigération de même que la salle pour les cours de cuisine et les bureaux soient tous situés au même

⁵²³ *ibid.*

endroit et sous le même toit que d'autres organismes de service a été un « gros plus » pour l'organisme. L'accès à ces locaux a été rendu possible grâce à une convention de bail conjointe avec d'autres organismes sans but lucratif, qui est décrite comme « une collaboration socialement innovatrice qui propose une solution radicale aux problèmes liés à la pauvreté⁵²⁴ ». L'accès à des fonds pour financer les dépenses en immobilisations nécessaires à l'adaptation des locaux peut faire toute la différence dans le succès de programmes semblables.

Organisme Jeunesse au soleil⁵²⁵

Visite des lieux le 8 juin 2009, Montréal (Québec)

Problème

L'arrondissement « Le Plateau » à Montréal a longtemps été un quartier peuplé et pauvre. Longtemps considérée comme une enclave pauvre surtout peuplée d'immigrants de fraîche date, elle a d'abord attiré les nouveaux arrivants portugais dans la période de l'après-guerre, ce qui a donné naissance à la collectivité dynamique que nous connaissons aujourd'hui⁵²⁶. C'est l'un des arrondissements les plus densément peuplés de Montréal, avec sa population d'au-delà 100 000 résidents. Beaucoup de personnes à faible revenu et ayant besoin d'aide y habitent.

Solution

Jeunesse au Soleil a été fondée en 1954 dans le but de fournir un exutoire sûr et constructif aux adolescents de l'arrondissement « Le Plateau » pour leur permettre de canaliser positivement leur temps et leur énergie, où les activités sportives et récréatives pour les jeunes étaient très peu nombreuses⁵²⁷. Même s'il a conservé son nom d'origine, l'organisme a depuis élargi son champ d'action et offre maintenant un vaste éventail de programmes destinés à une clientèle de tous âges, par exemple, un service d'intervention d'urgence auprès des personnes en détresse, un programme communautaire de prévention du crime, un service de distribution de denrées alimentaires accessible 365 jours par année et des programmes généraux destinés aux aînés. Dans les années 1980, Jeunesse au soleil a déménagé ses pénates dans un grand édifice qui abritait autrefois une école, et a ainsi pu élargir considérablement ses services. De nos jours, Jeunesse au Soleil se décrit comme « un centre communautaire à but non lucratif ouvert sur les nouvelles réalités de la communauté montréalaise⁵²⁸ ».

Bilan

Depuis sa création il y a 50 ans, Jeunesse au Soleil évalue les besoins de la collectivité et y répond par la mise en œuvre de programmes. Les membres du Sous-comité ont été impressionnés d'apprendre que l'organisme qui, initialement, avait été mis sur pied pour offrir des activités aux adolescents en manque de sports et de loisirs, gère maintenant une banque alimentaire, un service de dépannage vestimentaire, un programme pour aider les

⁵²⁴ *Ibid.* [traduction]

⁵²⁵ Organisme Jeunesse au Soleil, <http://sunyouthorg.com/index.asp>, consulté le 22 juillet 2009.

⁵²⁶ Montreal Bits, *Le Plateau*, http://www.montrealbits.com/plateau_mont_royal/plateau, consulté le 21 juillet 2009.

⁵²⁷ Organisme Jeunesse au Soleil, <http://sunyouthorg.com/index.asp>, consulté le 22 juillet 2009.

⁵²⁸ *Ibid.*

ainés à faible revenu à se procurer leurs médicaments et de nombreux autres services, et continue d'offrir des activités récréatives aux jeunes : Jeunesse au Soleil a démontré sa capacité de réagir aux besoins et à l'insuffisance de services.

Les membres du Sous-comité ont pu en apprendre plus sur les programmes d'activités récréatives et de camp d'été destinés aux jeunes et sur les programmes d'activités parascolaires visant à réduire le taux de décrochage dans l'arrondissement. Jeunesse au Soleil vient aussi en aide aux familles monoparentales grâce à des programmes spéciaux. Environ 2 500 familles fréquentent chaque mois la banque alimentaire. L'organisme offre aussi un soutien particulier aux femmes enceintes, dispose d'un plan de mesures d'urgence en cas de catastrophe et peut intervenir rapidement en cas d'urgence. Un certain soutien est offert aux sans-abri, mais les programmes s'adressent surtout aux personnes qui ont une adresse.

Intervention gouvernementale

Les employés de Jeunesse au Soleil ont exhorté le gouvernement à adopter une approche à plus long terme à l'égard de la réduction de la pauvreté. Ils estiment en effet que la pauvreté est trop souvent perçue comme un « état de crise ». Ils ont cité des études qui évaluent les coûts de la pauvreté, les coûts de la pauvreté pour le système de santé et les coûts du décrochage scolaire. Ces études, selon le personnel, démontrent clairement l'importance d'adopter une approche à long terme pour sortir les gens de la pauvreté et les affranchir de l'aide sociale. Pour ce faire, il faut que l'État, les syndicats et les entreprises agissent. Le gouvernement doit prévoir des fonds et s'engager intensivement dès maintenant. Voici certaines observations plus générales formulées au sujet du soutien offert par le gouvernement à l'égard de programmes comme ceux de Jeunesse au Soleil :

- Un financement à long terme de la part du gouvernement est essentiel, au moins pendant trois ans, ainsi qu'une meilleure coordination des déclarations à remplir.
- En période de ralentissement économique, il faudrait doubler le financement à l'embauche d'étudiants pour l'été.
- Lorsqu'il y a des pertes d'emplois, l'aide devrait être accessible sans délai. Ce sont précisément les gens qui attendent leurs prestations d'assurance-emploi qui fréquentent actuellement la banque alimentaire.
- Le gouvernement fédéral pourrait intervenir pour inciter les entreprises à agir; par exemple, les sociétés qui font don de denrées alimentaires devraient avoir droit à des crédits d'impôt.

Hospitality Project⁵²⁹

Visite des lieux le 13 juillet 2009, New Westminster (Colombie-Britannique)

Problème

Pour répondre à un besoin de la collectivité, l'Église Unie Shiloh-Sixth Avenue a ouvert une banque alimentaire qui fonctionne deux jours semaine depuis des années. Selon le personnel responsable, la population desservie se caractérise par sa forte densité — au-delà de

⁵²⁹ Hospitality Project, <http://www.newwesthospitalityproject.org/links.html#>, consulté le 6 août 2009.

12 000 personnes entassées dans six pâtés de maisons, dont les deux tiers vivent sous le seuil de la pauvreté. Bon nombre sont de nouveaux immigrants, environ 14 % sont des Autochtones et beaucoup sont des chefs de famille monoparentale. Environ 80 % des résidents du quartier ont déménagé au cours des trois dernières années, ce qui indique un niveau élevé de mouvement.

La demande auprès de la banque alimentaire s'est accrue ces dernières années; la file d'attente a commencé à s'allonger et s'étend autour du pâté de maisons. Aux dires du personnel, les gens attendent anxieusement, défendent jalousement leur rang dans la file, sont parfois accompagnés d'enfants et restent là pendant des heures, beau temps mauvais temps.

Solution

Voyant que la file d'attente était de plus en plus longue devant la banque alimentaire, l'Église unie Shiloh-Sixth Avenue a imaginé un nouveau système : elle a invité les gens à attendre à l'intérieur, dans le confort du vaste gymnase de l'église. Cette mesure simple a marqué le début de l'Hospitality Project. L'Hospitality Project distribue actuellement environ 500 sacs de denrées chaque semaine et nourrit ainsi environ 800 personnes. La clientèle est constituée de sans-abri du quartier et de gens qui vivent dans la pauvreté, de toxicomanes ou de personnes aux prises avec des problèmes de santé mentale. Le personnel estime qu'environ le tiers de la clientèle est issu de familles de nouveaux immigrants.

Bilan

Les membres du Sous-comité ont appris comment l'Hospitality Project avait transformé une visite à une banque alimentaire en une visite dans un endroit sûr et chaleureux, où les participants se rencontrent, bavardent, prennent un café et tissent des liens entre eux. Au fil du temps, d'autres services sont également venus se greffer au service de distribution de denrées. Ainsi, les gens peuvent également échanger des vêtements, des livres et des articles de maison. Des cliniques dentaires sont organisées à intervalles réguliers pour faire des examens et des traitements au fluor. Un enseignant agit comme tuteur auprès des adultes pour les aider à terminer leurs études secondaires. Des cours de cuisine ainsi que de l'information sur la planification budgétaire et la nutrition sont également offerts. Les membres du Sous-comité ont vu comment tous ces services pouvaient être offerts à un seul endroit.

Le personnel de l'Hospitality Project évalue les nouveaux clients afin de déterminer leurs besoins. Le nombre de nouveaux clients, qui étaient auparavant de deux ou trois par jour, atteint maintenant 20 à 30. Des services d'interprétation en 20 langues sont accessibles sur place, et des liens sont accessibles pour au-delà de 100 autres langues. Le personnel-ressource fournit de l'information de base sur des sujets comme le logement ou la santé; il peut aussi offrir davantage d'aide à ceux qui veulent se prévaloir des services existants. Les membres du Sous-comité ont appris que le personnel aide les gens à composer avec des problèmes plus épineux et complexes, par exemple, lorsqu'ils ont des besoins spéciaux en matière de santé, d'immigration, de logement ou d'aide sociale⁵³⁰.

⁵³⁰ Family Services of Greater Vancouver, http://www.fsgv.ca/programs/program_details.php?program_id=239, consulté le 30 juin 2009.

Aux dires des participants, l'Hospitality Project a transformé la file d'attente de la banque alimentaire et en a fait un lieu de dignité plutôt qu'un lieu de honte. Lorsque la file d'attente était à l'extérieur, elle était désordonnée, à la vue des passants et accentuait le sentiment d'isolement. L'expérience en est maintenant une d'entraide, de réseautage et d'acquisition d'une plus grande estime de soi. Les membres du Sous-comité ont constaté par eux-mêmes que pour certains, ce coup de pouce a suffi pour les aider à régler d'autres problèmes dans leur vie (par exemple, une dépendance aux drogues ou à l'alcool ou un manque de scolarité); certains clients, qui au départ étaient des sans-abri, ont depuis réussi à se trouver un logement. Tous partagent un même sentiment d'appartenance à la collectivité et c'est ce qui fait toute la différence; comme l'a dit un participant, le plus grand mal vient de la solitude.

L'Hospitality Project est financé en grande partie grâce au fonds de la Stratégie des partenariats de lutte contre l'itinérance de RHDCC.

Intervention gouvernementale

Lors de discussions avec les membres du Sous-comité, les clients et le personnel ont formulé les propositions suivantes pour atténuer la pauvreté qu'ils vivent ou observent :

- Augmenter les taux d'aide sociale. Un client a souligné que 200 \$ de plus par mois peut faire la différence entre exister et se sentir bien.
- S'interroger sur le degré de « bienveillance » de chaque politique, programme ou directive gouvernemental.
- L'accueil et la compassion s'avèrent une approche discrète mais efficace.

Stella Burry Community Services⁵³¹, Stella's Café

Visite des lieux le 11 août 2008, St. John's (Terre-Neuve-et-Labrador)

Problème

Pour les personnes éprouvant des difficultés sociales et des problèmes de santé émotionnelle, qui sont peu ou pas expérimentées ou presque illettrées, trouver un logement abordable constitue une étape importante vers l'intégration dans la collectivité⁵³². Ainsi, à leur sortie de prison, les personnes n'ayant ni famille ni ami peuvent avoir du mal à trouver un logement, du travail et de l'aide dans la collectivité et sont donc susceptibles de se retrouver à la rue, de récidiver et enfin d'être incarcérées de nouveau. Les personnes vivant avec des problèmes de santé mentale éprouvent des difficultés semblables à conserver leur logement en l'absence de soutien. Celles qui finissent par se retrouver sans abri sont souvent victimes d'actes criminels⁵³³.

⁵³¹ À moins d'indications contraires, les renseignements donnés sont tirés du site Web des Stella Burry Community Services, <http://www.stellaburry.ca/>, consulté le 18 août 2009.

⁵³² Société canadienne d'hypothèques et de logement, *Profil de l'ensemble*, 2006, <http://www.cmhc-schl.gc.ca/fr/prin/celoab/pren/loader.cfm?url=/commonspot/security/getfile.cfm&PageID=160502>, consulté le 14 août 2009.

⁵³³ SCHL, *Profil de l'ensemble*, 2008, <http://www.cmhcschl.gc.ca/fr/prin/celoab/pren/loader.cfm?url=/commonspot/security/getfile.cfm&PageID=188680>, consulté le 14 août 2009.

Solution

Stella Burry Community Services (SBCS) s'évertue à établir ce qu'il appelle un « cercle d'espoir ». Il s'agit d'abord d'aider les gens à se trouver un logement ou encore de les aiguiller vers un refuge d'urgence, puis, étape cruciale, de leur procurer un logement abordable à court ou à long terme. SBCS propose aussi des programmes de formation en cours d'emploi axés sur l'acquisition de compétences, des programmes d'alphabétisation ainsi que des services d'orientation professionnelle qui répondent aux besoins particuliers des personnes vulnérables et leur offrent la confiance en soi dont elles ont besoin pour devenir autonomes⁵³⁴. Voici ce qu'en dit son site Web :

Les membres de la collectivité Stella Burry savent que lorsqu'un logement sûr et abordable, des programmes d'emploi efficaces et un soutien suffisant sont accessibles, ils peuvent transformer leur vie de façon extraordinaire⁵³⁵.

Organisme constitué en personne morale rattaché à l'Église unie du Canada, SBCS offre aux gens une occasion de prendre un nouveau départ en misant sur leurs atouts et leurs habiletés personnels. Le programme HOPEworks de SBCS, par exemple, soutient et encourage les personnes qui se heurtent à des obstacles personnels importants et trouvent difficile de réussir à travailler ou à étudier, comme le font la plupart des gens. HOPEworks adopte une approche « sans échec » à l'égard de la préparation au marché du travail, qui permet aux participants « d'accroître sensiblement leur capacité de participer pleinement à la vie de la collectivité⁵³⁶ ».

Stella Bury exploite aussi une entreprise sociale appelée « Stella's Café », pour s'acquitter de sa mission d'offrir des occasions d'emploi intéressantes. L'organisme définit ainsi l'entreprise sociale :

[...] une entreprise sans but lucratif, à mission sociale et génératrice de revenus, créée pour stimuler l'ouverture de nouvelles perspectives économiques à l'intention des personnes qui ont besoin d'aide pour trouver un emploi. De façon générale, les entreprises sociales ont une double raison d'être — l'une sociale et l'autre financière⁵³⁷.

Le Café offre de la formation et une expérience de travail complémentaire dans la préparation d'aliments de même que dans la vente, le service à la clientèle et le fonctionnement d'un café, et il a servi de lieu de rencontre pour les discussions que les membres du Sous-comité ont eues avec le personnel et les clients de SBCS.

Bilan

À la lumière de leurs discussions avec le personnel, les clients et les résidents de Stella Burry, les membres du Sous-comité ont compris qu'un amalgame de services est nécessaire. L'expérience des clients qui entrent en prison et en sortent, qui font des séjours périodiques à l'hôpital pour soigner des troubles mentaux, qui cherchent à obtenir de l'aide sociale ou à s'en affranchir et qui souhaitent obtenir un logement abordable ou déménager, devient plus compliquée en raison du style compartimenté des solutions offertes qui s'inspirent toutes

⁵³⁴ SCHL, 2006.

⁵³⁵ Stella Burry Community Services, <http://www.stellaburry.ca/>, consulté le 10 août 2009. [traduction]

⁵³⁶ *Ibid.* [traduction]

⁵³⁷ Stella Burry Community Services, <http://www.stellaburry.ca/>, consulté le 10 août 2009. [traduction]

d'une seule et même approche. Les membres du Sous-comité se sont fait dire que les gens réussissent davantage à s'en sortir lorsqu'un amalgame plus complet de solutions sont offertes : l'idéal serait de pouvoir trouver un logement, un emploi et des amis d'un seul coup, comme l'a exprimé l'un des participants.

Les clients ont partagé leurs expériences de vie avec les membres du Sous-comité, des vies parsemées de hauts et de bas et souvent marquées par des conditions de vie dangereuses — toxicomanie, violence, itinérance et criminalité. Toutes les histoires ont en commun des antécédents de maladie mentale. Les clients ont expliqué qu'il leur est difficile d'avoir une vie stable en raison de la maladie mentale. Le passage de l'aide sociale à un emploi peu rémunéré, qui ne permet pas de vivre convenablement parce que les médicaments prescrits pour soigner une maladie mentale sont trop coûteux sans l'aide sociale, en est un exemple type. Le Sous-comité a appris que dans un cas, la personne a fini par cesser de prendre ses médicaments pour économiser de l'argent, a perdu son emploi et a ensuite perdu son logement. L'itinérance a suivi, et elle est souvent accompagnée d'une période d'incarcération ou d'un séjour dans un hôpital psychiatrique. Les membres ont pu se rendre compte, à partir des expériences relatées, que seule la stabilité acquise grâce à un amalgame de programmes d'aide, comme ceux offerts par Stella Burry, a pu susciter un changement de vie.

Intervention gouvernementale

On a fait part aux membres du Sous-comité de la nécessité de mieux lier les services : lorsque des changements se produisent dans leur vie, il arrive souvent que les gens ne bénéficient pas en temps voulu d'une aide qui faciliterait la transition. Voici, à cet égard, quelques exemples cités par le personnel et les clients :

- passer de l'aide sociale au marché du travail, mais continuer à avoir besoin d'aide pour absorber le coût des médicaments;
- sortir de prison et avoir besoin d'aide pour se réinsérer dans la collectivité;
- toucher de l'aide sociale sans avoir accès à un logement abordable ne suffit pas pour stabiliser ses conditions de vie.

Quelqu'un a souligné qu'il existe beaucoup de services, mais qu'ils sont tous isolés les uns des autres et comportent tous des lacunes, d'où la difficulté de s'y retrouver. Le personnel a aussi souligné que les organismes trouvent que le financement comporte sa part de « lacunes » : par exemple, les programmes permanents ont besoin de propositions de financement chaque année comme s'il s'agissait de programmes complètement nouveaux. Même si les relations avec les bailleurs de fonds sont bonnes, le personnel doit quand même passer beaucoup de temps à rédiger des propositions plutôt qu'à appliquer les programmes.

Plusieurs réclament l'adoption d'une stratégie nationale en matière de logement qui établirait des normes fédérales pour le logement sans but lucratif, mais dont l'application relèverait des gouvernements provinciaux. Les participants au groupe de discussion ont insisté sur la nécessité d'un engagement et d'un financement gouvernementaux permanents à l'égard de la prévention, de la réduction et de l'élimination de l'itinérance.

North End Community Health Centre⁵³⁸

Visite des lieux le 14 août 2008, Halifax (Nouvelle-Écosse)

Problème

L'histoire du quartier North End à Halifax ne date pas d'hier, mais les analystes sont d'avis que cette partie de la ville continue à ressentir les effets de la vaste destruction causée lors de l'explosion survenue en 1917 à Halifax⁵³⁹. La reconstruction de logements modestes a eu pour effet d'y attirer en grand nombre les travailleurs des chantiers navals à l'époque du boom économique de la Deuxième Guerre mondiale. Les modestes maisons, qui avaient été converties pour accueillir davantage de travailleurs, ont commencé à se délabrer et la plupart ont finalement été laissées à l'abandon au moment de l'exode vers la banlieue dans la période de l'après-guerre. Par la suite, la situation a continué de se détériorer comme en témoignent niveau de revenu des ménages, l'incidence du faible revenu, la proportion de locataires, la population et les services commerciaux⁵⁴⁰.

De nos jours, le quartier abrite une forte proportion de locataires (au-delà de 85 % dans le secteur de recensement situé à proximité du North End Community Health Centre), la presque totalité des immeubles ont été construits avant 1986 et près de 70 % de la population vit dans des immeubles d'habitation⁵⁴¹. Les données du secteur de recensement pour 2006 indiquent que le taux de chômage était de 12 % et que 38 % des résidents vivaient avec un revenu inférieur au seuil de faible revenu SFR après impôt. Malgré un taux de participation au marché du travail de 70 %, le revenu médian en 2006 atteignait à peine 15 000 \$. À titre de comparaison, le revenu moyen de tous les Haligonien(ne)s de plus de 15 ans s'élevait à 27 212 \$⁵⁴².

Solution

La présence du North End Community Health Centre (NECHC) contribue à « la santé de la collectivité [du quartier North End de Halifax] grâce au leadership qu'il exerce en matière de soins primaires : services de santé, éducation, développement communautaire, action sociale et défense des intérêts⁵⁴³ ». Le NECHC a été fondé en 1971 par un groupe de résidents pour répondre aux besoins particuliers du quartier en matière de soins de santé. Son emplacement, au cœur de la collectivité du North End, lui permet de bien servir la population du quartier. Le centre compte sur les services de trois infirmières praticiennes, de cinq médecins, ainsi que d'une nutritionniste, d'un travailleur social et d'intervenants en santé mentale. Les professionnels de la santé du centre font aussi un travail de sensibilisation auprès des clients d'autres organismes et agences et des nombreux refuges du quartier.

⁵³⁸ Les renseignements sur le North End Community Health Centre sont, à moins d'indications contraires, tirés de son site Web, <http://www.nechc.com/>, consulté le 10 août 2009.

⁵³⁹ Jim Silver, *Public housing Risks and Alternatives: Uniacke Square in North End Halifax*, Centre canadien de politiques alternatives, février 2008, p. 6, http://www.policyalternatives.ca/documents/Nova_Scotia_Pubs/2008/Public_Housing_Risks_and_Alternatives.pdf, consulté le 10 août 2009.

⁵⁴⁰ *Ibid.*

⁵⁴¹ Statistique Canada, Profil des secteurs de recensement du SR 0010.000, Halifax, <http://www12.statcan.ca/census-recensement/2006/dp-pd/prof/92-597/P3.cfm?Lang=F&CTCODE=0039&CACODE=205&PRCODE=12&PC=B3K3B5>, consulté le 10 août 2009.

⁵⁴² *Ibid.*

⁵⁴³ Site Web du North End Community Health Centre. [traduction]

Bilan

Les membres du Sous-comité ont appris que lorsque le Centre a ouvert ses portes, il fonctionnait suivant une approche traditionnelle axée sur les services médicaux, mais le personnel s'est rendu compte que « la méthode qui consiste à traiter puis à renvoyer à la rue ne permet pas de s'attaquer aux causes profondes des problèmes de santé dans la collectivité⁵⁴⁴ ». Le Centre a recruté des travailleurs sociaux pour s'occuper des programmes de sensibilisation sur place et dans la collectivité. C'est ainsi que le NECHC a commencé à adopter l'approche holistique à l'égard des soins de santé qui est encore la sienne.

Il est intéressant de constater que l'organe directeur du NECHC incite ses membres et les participants aux programmes à participer à l'orientation de leur centre de santé. Les participants aux programmes, les résidants et les amis du NECHC sont invités à devenir membres, et le conseil d'administration est constitué à partir de la liste des membres. Le Centre travaille en partenariat avec de nombreux organismes communautaires et fournisseurs de services du quartier pour promouvoir la santé de la collectivité – au sens large du terme. Les activités pour les parents et leurs adolescents, les ateliers d'information sur la santé mentale et les maladies chroniques et les cours de cuisine et de jardinage ne sont que quelques exemples des programmes offerts par le NECHC. Les étudiants en médecine y trouvent également un lieu d'apprentissage et d'enseignement.

Intervention gouvernementale

Pour les discussions de groupe, le NECHC avait invité diverses personnes ayant une expérience de première main de la pauvreté et les membres du Sous-comité ont ainsi eu l'occasion d'entendre leurs histoires personnelles. D'autres porte-parole présents au nom de différents organismes locaux ont soulevé plusieurs arguments au sujet de la façon dont le gouvernement pourrait mieux répondre aux besoins des personnes vulnérables. Les participants ont parlé de leurs expériences de la maladie mentale, de l'itinérance, de l'incapacité et des maladies chroniques comme le VIH. Tous ont dû apprendre à naviguer dans le dédale de programmes d'aide — aide sociale, PPIRPC, logement social et prestations pour les personnes âgées. Ils ont exprimé leurs préoccupations au sujet du manque de souplesse du système, de ses lacunes et de l'effet dissuasif de certaines de mesures d'aide existantes. Ils ont recommandé que le gouvernement intervienne pour mieux soutenir les personnes qui renoncent à leurs prestations d'invalidité pour occuper à un emploi à temps partiel ou qui font la transition entre l'aide sociale et un emploi à plein temps. D'après leur expérience, l'accès au soutien est compliqué, les programmes sont souvent assujettis à des dispositions de récupération et réduits ou abolis avant que la transition soit achevée.

Les intervenants ont rappelé aux membres du Sous-comité que la période de transition peut parfois être longue, comme en témoigne l'expérience d'un participant qui a dû composer avec ses problèmes de santé mentale pendant 17 ans. À différents moments au cours de cette période, il a demandé de l'aide, mais ne l'a pas toujours obtenue; ainsi, bien que diplômé universitaire, il a bénéficié de peu de soutien au moment faire la transition vers le marché du travail à plein temps et ce, malgré les difficultés accrues que cela représentait pour lui en raison de sa maladie mentale et de ses antécédents professionnels souvent entrecoupés. Des

⁵⁴⁴ John McPhee, « Shot in the arm for holistic health care », *The Chronicle-Herald*, Halifax, 21 mai 2009, p. A8. [traduction]

histoires comme la sienne montrent comment il peut être difficile pour certains de parvenir à la stabilité, surtout quand le soutien nécessaire est déficient.

Rainbow Youth Centre⁵⁴⁵

Visite des lieux le 14 juillet 2009, Regina (Saskatchewan)

Problème

Les jeunes de Regina ont fait l'objet d'une étude en 1982 au terme de laquelle les auteurs ont préconisé l'adoption d'une approche multidisciplinaire globale à l'égard des services à la jeunesse. L'accès facile à une vaste gamme de services devait, selon eux, empêcher que bon nombre de jeunes à risque élevé éprouvent des problèmes plus tard, à un âge où les conséquences sont plus graves⁵⁴⁶.

Solution

En activité depuis 1982, le Rainbow Youth Centre travaille auprès des jeunes de 11 à 18 ans et d'une clientèle pouvant atteindre 25 ans dans certains programmes. Ses services vont du counselling individuel et collectif au développement des compétences en passant par des programmes éducatifs et récréatifs et des services de première ligne pour aider les jeunes à acquérir des connaissances pratiques et à accroître leur employabilité. Les programmes comprennent aussi des cours à l'intention des jeunes parents, des activités sportives, des jeux, l'acquisition de compétences en informatique, des ateliers de gestion de la colère et du mentorat entre pairs.

Bilan

Le Rainbow Youth Centre est ouvert à tous les jeunes de Regina; environ la moitié des participants sont autochtones. Les membres du Sous-comité ont rencontré quelques-uns des jeunes inscrits aux programmes du Centre et en ont appris un peu plus sur les autres programmes offerts. Les participants au programme parascolaire de halte-accueil, destiné aux jeunes de 11 à 18 ans, deviennent « membres » pendant les visites initiales. Environ 90 % des membres du programme de halte-accueil sont autochtones, mais cette proportion fluctue d'une année à l'autre, les programmes pouvant être adaptés rapidement pour mieux répondre aux besoins des membres actuels. Les jeunes plus âgés peuvent s'inscrire au programme destiné aux jeunes parents ou au programme de préparation à l'emploi. Youth Express aide les jeunes de tous âges à trouver un logement stable.

Le Rainbow Youth Centre travaille en partenariat avec un autre organisme de Regina auquel les membres du Sous-comité ont rendu visite, en l'occurrence le Circle Project, pour offrir le programme KidsFirst aux jeunes parents d'âge adulte.

Les membres du Sous-comité ont pu en apprendre davantage au sujet du programme de préparation à l'emploi à l'occasion d'un groupe de discussion avec des participants à ce programme. Le programme entame sa onzième année d'existence avec 20 jeunes qui, au cours de la prochaine année, recevront un soutien structuré dans leur cheminement pour

⁵⁴⁵ Les renseignements sur le Rainbow Youth Centre sont, à moins d'indications contraires, tirés de son site Web, <http://www.rainbowyouth.com/>, consulté le 6 août 2009.

⁵⁴⁶ Rainbow Youth Centre, *Regina Multi-service Centre for youth*, fourni au Sous-comité pendant sa visite des lieux, p. 2.

obtenir leur diplôme d'équivalence de douzième année, un permis de conduire, différents certificats de même qu'une expérience de travail.

Intervention gouvernementale

Lors de discussions, ces participants ont parlé de la façon dont le gouvernement pourrait les aider à avoir des vies plus stables. Voici quelques-uns des principaux thèmes abordés :

- Faciliter l'accès au logement pour les jeunes familles. Les jeunes, qui sont pour la plupart parents de jeunes enfants, avaient du mal à trouver un logement abordable, décent et stable et plusieurs ont dit avoir l'impression d'être victimes de discrimination parce qu'ils sont jeunes ou aussi parce qu'ils sont autochtones. Faciliter l'accès au logement pour les jeunes familles est l'un des éléments relevés comme devant faire l'objet d'une intervention gouvernementale.
- Accroître le financement de programmes, notamment de préparation à l'emploi. Leur expérience positive du programme et la longueur des listes d'attente pour y avoir accès ont incité les participants à proposer d'accroître le financement pour augmenter le nombre de places disponibles dans des programmes semblables.
- Accroître l'aide financière aux participants de programmes de formation à temps plein. Les participants ont décrit en détail les conséquences financières auxquelles ils s'exposent lorsqu'ils renoncent à l'aide sociale pour s'inscrire à un programme d'études. Bien qu'ils aient droit à l'allocation provinciale de formation (APF) pendant la durée de leur programme d'études, ils ont constaté que même s'ils travaillent pendant le semestre, leur revenu est récupéré. L'allocation n'est pas suffisante pour faire vivre une famille. Pendant le stage prévu dans le cadre du programme de préparation à l'emploi, les participants gagnent le salaire minimum. Même si le salaire minimum a été récemment haussé à 9,25 \$⁵⁴⁷ de l'heure, les jeunes qui ont participé au groupe de discussion estiment qu'ils ne peuvent joindre les deux bouts s'ils n'ont pas accès à des suppléments pour les services de garde, le loyer, les services publics et le transport en commun.

Les participants au groupe de discussion ont parlé de leur vie au sein de gangs et de leur passé criminel ainsi que de leur choix d'entreprendre des études, d'accroître leur employabilité et d'obtenir un emploi. Ils estiment que leur changement de mode de vie, qui suppose un coût financier à court terme, devrait être mieux soutenu et qu'ils devraient avoir droit à des suppléments au titre du logement, des services de garde et du loyer.

⁵⁴⁷ Gouvernement de la Saskatchewan, <http://www.labour.gov.sk.ca/mw-mco-pay-increase/>, consulté le 6 août 2009.

Dalhousie Legal Aid Service⁵⁴⁸

Visite des lieux le 14 août 2008, Halifax (Nouvelle-Écosse)

Problème

L'aide juridique est le moyen grâce auquel les gouvernements garantissent aux personnes qui autrement n'en auraient pas les moyens un juste accès aux bénéfices de la loi et aux protections qui en découlent. En Nouvelle-Écosse, selon la Commission de l'aide juridique de la province, il doit aussi être établi que l'affaire est fondée et que le demandeur tirera certains avantages si le service est offert. Les services juridiques sont principalement offerts dans les domaines du droit de la famille et du droit pénal⁵⁴⁹.

Les seules personnes qui ont droit à l'aide juridique sont celles qui bénéficient de l'aide sociale ou sont dans une situation financière équivalente évaluée en fonction du revenu, des dépenses, de l'endettement et des biens de la famille⁵⁵⁰.

Solution

En activité depuis 1970, le Dalhousie Legal Aid Service (DLAS) a vu le jour sous la forme d'un projet d'été mis sur pied par l'ancien Halifax Neighbourhood Centre. C'est la première clinique d'aide juridique pour les démunis à avoir vu le jour en Nouvelle-Écosse et c'est aussi le plus vieux programme du genre au Canada. Le DLAS est le résultat d'un partenariat entre les groupes communautaires, les étudiants en droit, les auxiliaires juridiques et les avocats de l'aide juridique. Le bureau est situé dans le quartier North End de Halifax et c'est la Dalhousie Law School qui en assure le fonctionnement et une grande partie du financement.

Le mandat du Dalhousie Legal Aid Service est triple :

- offrir des services d'aide juridique aux personnes qui autrement n'auraient pas les moyens de payer pour obtenir les conseils juridiques dont ils ont besoin;
- faire de la recherche et participer à des programmes portant sur l'aide juridique et la réforme du droit;
- offrir une expérience pédagogique clinique aux étudiants de la faculté de droit de l'Université Dalhousie.

En plus d'offrir des services d'aide juridique courants, le Dalhousie Legal Aid Service œuvre dans la collectivité en diffusant de l'information, en éduquant, en organisant, en faisant du lobbying et en préparant des causes types portant sur des questions touchant les personnes à faible revenu en Nouvelle-Écosse. Les groupes et les organismes communautaires qui ont pour mandat de lutter contre la pauvreté et l'injustice peuvent présenter une demande pour

⁵⁴⁸ Les renseignements sur le Dalhousie Legal Aid Service sont, à moins d'indications contraires, tirés de son site Web, <http://law.dal.ca/Institutes/Dalhousie%20Legal%20Aid%20Service/>, consulté le 10 août 2009.

⁵⁴⁹ Commission de l'aide juridique de la Nouvelle-Écosse, http://www.gov.ns.ca/Just/legal_aid.asp, consulté le 11 août 2009.

⁵⁵⁰ Ministère de la Justice du Canada, *Admissibilité à l'aide juridique et champ d'application des services d'aide juridique au Canada*, octobre 2002, p. 34, http://www.justice.gc.ca/fra/pi/rs/rap-rep/2003/rr03_a15-rr03_la5/rr03_a15.pdf, consulté le 21 octobre 2009.

obtenir de des conseils et de l'aide juridiques ainsi que des services de développement et d'éducation communautaires.

Bilan

En plus de s'occuper d'au-delà de 400 nouveaux dossiers de clients en 2008, le personnel et les bénévoles du DLAS ont aussi participé à de nombreuses activités connexes au sein de conseils d'administration et de comités d'organisation aux échelons municipal et provincial⁵⁵¹. La participation d'étudiants de troisième année en droit au travail de la clinique d'aide juridique continue d'être hautement prioritaire. D'après le rapport annuel de l'organisme,

« Les projets de développement communautaire et les initiatives de réforme du droit jouent un rôle crucial dans leur formation. L'expérience de première main qu'acquièrent les étudiants des problèmes systémiques et de la discrimination auxquels se heurtent les collectivités à faible revenu leur donne une tout autre perspective de l'impact du droit dans la vie des personnes défavorisées et démunies⁵⁵². »

Intervention gouvernementale

Lors d'une discussion en présence de représentants de la collectivité, d'employés et de clients du DLAS (qui s'est tenue au North End Community Health Centre), les membres du Sous-comité ont entendu plusieurs observations concernant le manque de souplesse des services d'aide existants. Les participants au groupe de discussion, dont bon nombre ont eu à composer avec des problèmes de santé mentale, ont exprimé le désir de s'intégrer au marché du travail ou au secteur bénévole sans devoir renoncer au soutien dont ils ont besoin. Même s'ils estiment normal qu'il existe des critères à respecter pour avoir accès à un programme de soutien comme le PPIRPC ou l'aide sociale, les participants ont plaidé en faveur d'un assouplissement des critères pour faciliter leur intégration au marché du travail lorsqu'ils en sont capables, ou à la vie de leur collectivité.

Les notes relatives aux pratiques prometteuses en ce qui concerne le North End Community Health Centre renferment d'autres détails concernant les questions soulevées lors de la discussion.

Logement

Revitalisation du secteur de Regent Park⁵⁵³

Visite des lieux le 15 mai 2009, Toronto (Ontario)

Problème

L'ensemble domiciliaire Regent Park, le complexe domiciliaire public le plus vaste et le plus ancien du Canada, a été construit en 1948 et est composé de quatre édifices de faible hauteur⁵⁵⁴. Conçu comme une cité-jardin, le complexe comporte des allées et des parcs au

⁵⁵¹ Dalhousie Legal Aid Service, *Annual Report 2008*, p. 12, http://law.dal.ca/Files/Dal_Legal_Aid/2008_Annual_Report.pdf, consulté le 10 août 2009.

⁵⁵² *Ibid.*, p. 11.

⁵⁵³ Les renseignements sur Regent Park sont, à moins d'indications contraires, tirés de son site Web, Toronto Community Housing, <http://www.torontohousing.ca/regentpark>, consulté le 24 août 2009.

⁵⁵⁴ *Ibid.*

lieu de voies d'accès publiques; une bonne partie de sa superficie est interdite aux véhicules. Érigée en modèle à l'époque, la formule a mal vieilli, et les édifices n'ont pas vraiment été rénovés depuis 50 ans. Le concept a entraîné l'isolement des quelque 7 500 résidents du quartier⁵⁵⁵. Les édifices et la conception du complexe ont contribué à un déclin généralisé du quartier.

Le complexe de Regent Park appartient à la Toronto Community Housing Corporation (TCHC), le plus grand fournisseur de logements sociaux du Canada et le second en importance en Amérique du Nord.

Solution

En 2006, la TCHC a lancé une vaste opération de revitalisation de Regent Park en six phases étalées sur 12 ans. Les 2083 logements sociaux seront remplacés et au moins 700 logements abordables seront construits. Durant la première phase, les vieux édifices seront démolis et plus de 900 logements seront construits d'ici la fin de 2009. Le secteur comportera des logements loués et des logements occupés par leur propriétaire subventionnés et non subventionnés, créant ainsi une diversité qui était absente du complexe original. Pour la première fois en cinquante ans, Regent Park comportera des commerces, notamment des épiceries, des banques et des entreprises de services, de même qu'un centre communautaire pour des programmes locaux, un centre d'apprentissage et un centre aquatique. L'immeuble de rapport destiné à accueillir des familles comptera une garderie.

Les nouveaux édifices auront la certification LEED⁵⁵⁶, et auront de faibles émissions et une grande efficacité énergétique, ce qui devrait aboutir à une réduction des coûts d'exploitation à long terme. Le nouveau complexe de Regent Park comportera des rues accueillantes pour les piétons, de vastes parcs et des allées paysagées, même après le retour de la circulation dans l'ensemble du quartier.

Bilan

Le projet de revitalisation est censé coûter 1 milliard de dollars. Il sera financé pour moitié par des intérêts privés et commerciaux et pour un peu moins de la moitié par la TCHC et la Ville de Toronto. Par la création d'un quartier à revenus mixtes, la TCHC pourra se servir du produit de la vente des unités non subventionnées pour financer la construction des unités locatives à loyer modulé en fonction du revenu⁵⁵⁷.

⁵⁵⁵ Regent Park Revitalization Backgrounder, juin 2008.

⁵⁵⁶ Le système de classement des bâtiments écologiques du LEED (Leadership in Energy and Environmental Design) ® est une norme nationale volontaire et consensuelle pour la construction d'immeubles durables et performants. Il établit de nombreuses normes de construction d'immeubles écologiquement préférables dans des domaines aussi divers que les matériaux de construction, l'éclairage, l'efficacité énergétique et la consommation d'eau. Dans certains cas, le choix des caractéristiques environnementales peut être associé à des coûts additionnels, mais ces dépenses sont récupérées en économies d'exploitation et d'énergie (<http://www.tpsgc-pwgsc.gc.ca/ecologisation-greening/achats-procurement/trousse-toolkit/page-6-fra.html>). Pour de plus amples renseignements, voir le Conseil du bâtiment durable du Canada, http://www.cagbc.org/leed/la_certification_leed/index.php, consulté le 22 octobre 2009.

⁵⁵⁷ Regent Park Revitalization Backgrounder, juin 2008.

Le personnel de la TCHC a présenté les principales caractéristiques de sa démarche en matière de revitalisation :

- Le mélange de loyers subventionnés et de logements au prix du marché est un aspect important de la revitalisation destiné à favoriser l'inclusion sociale et à accroître la diversité dans le secteur.
- Le mélange d'immeubles en hauteur et de résidences basses et de maisons en rangée, et l'addition de rues contribuera à instiller un climat de quartier.
- Les travaux de construction ont créé de l'emploi pour les résidents du quartier.
- La TCHC a créé par ailleurs un programme visant à rendre l'accès à la propriété plus abordable : certaines unités seront vendues sans versement comptant, lequel sera remplacé par une hypothèque de second rang payable au moment où le propriétaire vendra l'habitation.
- La revitalisation a été facilitée par une collaboration avec promoteur et le constructeur et des partenaires dans les services commerciaux et le commerce de détail.
- La participation de la population locale caractérise le nouveau quartier de Regent Park; cela a commencé par la consultation de plus de 2 000 résidents et parties concernées durant la planification de l'opération de revitalisation.

Intervention gouvernementale

Dans une discussion avec les membres du Sous-comité, le personnel et les résidents de Regent Park ont insisté sur les changements positifs qui résultent de la revitalisation. Ils ont indiqué que toute aide ou contribution du gouvernement à ce changement serait bienvenue et ont formulé les recommandations suivantes :

- Une meilleure sécurité. Les résidents ont noté une amélioration de la sécurité dans le quartier et sont particulièrement heureux d'un changement qui fera disparaître les terrains vagues qui attirent les toxicomanes.
- Des perspectives d'emploi. Les emplois liés à la construction ont contribué à faire changer les attitudes disent les résidents.
- Des solutions locales. Le secteur Regent Park bénéficie aussi grandement de l'addition de programmes communautaires visant à résoudre des problèmes locaux. Par exemple, le programme Passeport pour ma réussite a permis de ramener le taux d'abandon scolaire à 10 %⁵⁵⁸.

⁵⁵⁸ Passeport pour ma réussite, *Résumé*, mémoire présenté au Comité, 2^e session, 40^e législature, 22 avril 2009.

Gabriel Housing Corporation

Visite des lieux le 14 juillet 2009, Regina (Saskatchewan)

Problème

En 2006, 41 % des ménages locataires de Regina consacraient 30 % ou plus de leur revenu au logement⁵⁵⁹. S'il représente une baisse par rapport à 2001, ce chiffre demeure élevé par rapport au taux correspondant pour les propriétaires (12 %)⁵⁶⁰. Non seulement les ménages locataires risquent davantage de consacrer une plus grande part de leur revenu au logement⁵⁶¹, mais le Sous-comité a entendu dire lors de ses visites sur place à Regina que les logements abordables ont souvent besoin de réparations importantes. En 2008, le taux d'inoccupation était de 0,5 % à Regina, contre 3,3 % en 2006. Les Autochtones figurent parmi les plus touchés par la situation du logement à Regina.

En 2001, le quart des ménages de Regina en situation de besoin impérieux de logement étaient autochtones alors que seulement 9 % de la population de Regina était autochtone d'après les chiffres du recensement de cette année-là. D'après des documents, les sans-abri cachés comptent un grand nombre d'Autochtones⁵⁶².

Solution

Depuis 1981, la Gabriel Housing Corporation, une collaboration de six groupes métis de la Saskatchewan, offre des logements abordables aux Métis de Regina. Cette organisation sans but lucratif possède et exploite 303 unités d'habitation et la maison Riel, une maison de transition pour les femmes.

La maison Riel est un immeuble de 12 logements destiné aux femmes et à leurs enfants qui se retrouvent sans abri ou risquent de se retrouver sans abri en raison de violence familiale. Par la voie d'un partenariat avec les services familiaux autochtones, les femmes et les enfants qui vivent à la maison Riel jouissent de divers services : counselling, soutien familial, aide aux parents, aiguillage vers des services d'emploi et de formation, groupes d'entraide, transport et gestion de cas.

Financée à l'origine par la SCHL en tant que logement social dans les années 1980, la Gabriel Housing Corporation cherche maintenant à assurer son autonomie financière en finançant les nouveaux logements avec une faible aide de la part des programmes publics.

Bilan

Des membres du personnel et du conseil de la Gabriel Housing Corporation ont dit au Sous-comité que les loyers sont fixés de manière à offrir les logements les plus abordables possible et non à réaliser des bénéfices. Dans le contexte actuel, cela veut dire que la société peut rentrer dans ses frais même en percevant des loyers de seulement 555 \$ par mois sur certains logements; d'après le personnel, la valeur marchande de la plupart des logements serait proche de 700 \$ par mois. D'autres logements, occupés par des assistés sociaux, ont comme

⁵⁵⁹ On trouvera une définition de ce que l'on entend par « logement abordable » et « besoins impérieux en matière de logement », voir Société canadienne d'hypothèques et de logement, « Logement abordable », http://www.cmhc-schl.gc.ca/fr/inso/faq/faq_002.cfm, consulté le 1^{er} septembre 2009.

⁵⁶⁰ Gabriel Potter et Marc Spooner, « Taking Stock, Taking Action 2009 », rapport inédit, ébauche v. 4, juin 2009, p. 8.

⁵⁶¹ *Ibid.*

⁵⁶² *Ibid.*, p. 7.

loyer la part des prestations consacrée au logement ou bien le loyer est établi à 26 % du revenu brut. Environ 30 % des unités sont subventionnées par la voie des ententes initiales de logement social du début des années 1980. La proportion baisse à mesure que les conventions initiales de la SCHL arrivent à expiration. La Gabriel Housing Corporation se procure des fonds auprès de diverses sources (fédérales, provinciales et municipales) et par la voie d'autres programmes visant expressément les besoins des Autochtones vivant en milieu urbain⁵⁶³.

Intervention gouvernementale

Le personnel de la Gabriel Housing Corporation a formulé les recommandations suivantes au sujet des mécanismes de financement des sociétés d'habitation sans but lucratif offrant des logements abordables :

- Veiller à consulter les intéressés tôt dans le processus de planification et inclure les groupes autochtones.
- Réguler le taux de conversion des unités en condominiums ou utiliser les mécanismes de réglementation des loyers pour garantir une offre suffisante de logements abordables.
- Diriger les subventions vers les particuliers et non vers les fournisseurs de logement.
- La SCHL demeure l'organisme central de choix pour les questions de logement, y compris pour les Autochtones et les sans-abri; la SCHL devrait reprendre ses activités sur le marché de l'habitation.

Supportive Housing for Young Mothers⁵⁶⁴

Visite des lieux le 13 juillet 2008, Halifax (Nouvelle-Écosse)

Problème

Supportive Housing for Young Mothers (SHYM) est né en réponse à un besoin identifié en 2000. Dans la municipalité régionale de Halifax, environ 200 adolescentes accouchent chaque année. Beaucoup n'ont pas suffisamment d'aide de la part de leur famille ou de leur partenaire. Par ailleurs, en raison des loyers élevés, des restrictions contenues dans les contrats de location relativement aux mineurs et des limites d'âge pour avoir droit à de l'aide sociale, certaines jeunes mères sont forcées de choisir entre une relation de violence ou des conditions de vie insalubres⁵⁶⁵.

Le programme a vu naissance grâce à un petit groupe de femmes troublées par ce qu'elles observaient autour d'elles :

⁵⁶³ Service Canada, <http://divulgarion.servicecanada.gc.ca/dtlcdn-fra.jsp?site=3&id=6036&employeeid=null&startdate=2008-10-01&preview=null&enddate=2008-12-31&quarterid=11§ion=3>, consulté le 6 août 2009.

⁵⁶⁴ Les renseignements sur Supportive Housing for Young Mothers sont, à moins d'indications contraires, tirés de son site Web, <http://www.shym.ca/>, consulté le 7 août 2009.

⁵⁶⁵ SCHL, Supportive Housing for Young Mothers, <http://www.cmhcschl.gc.ca/en/inpr/afhoce/prpr/loader.cfm?csModule=security/getfile&pageid=164457>, consulté le 7 août 2009.

Nous connaissions beaucoup de jeunes mères qui vivaient dans des endroits peu sûrs, qui devaient se passer d'électricité, de nourriture ou de chauffage, qui étaient diversement maltraitées ou exploitées. Nous connaissions des jeunes filles et des femmes sans abri forcées de camper chez des amis, de vivre dans un refuge ou de rester dans un endroit où elles n'étaient pas en sécurité ou étaient indésirées. Nous connaissions beaucoup de femmes qui avaient peur de vivre seules dans un appartement ou de se retrouver toutes seules avec un nourrisson, mais elles n'avaient pas d'autre choix. Nous nous sommes dit qu'il devrait y avoir moyen de leur fournir des conditions de vie plus faciles, plus sûres et moins stressantes⁵⁶⁶.

Solution

SHYM a des logements de transition, notamment un programme conçu pour améliorer la qualité de vie des jeunes mères. L'organisme offre aux participantes un endroit accueillant où elles sont accompagnées dans leurs premiers pas en tant que mamans et dans leur retour à l'école ou au travail. Il a ouvert son édifice, une ancienne école rénovée, en octobre 2007.

Bilan

SHYM accueille les jeunes femmes de 16 à 21 ans qui sont enceintes ou mères et qui ont besoin d'un logement sûr. L'édifice accueille 12 familles chacune disposant d'un appartement de deux chambres à coucher où elles peuvent rester au plus deux ans. Les mères doivent participer aux activités de SHYM qu'elles choisissent parmi les programmes offerts sur place, comme des soupers collectifs, et des événements communautaires. Les services de soutien comprennent des cours sur le rôle de parent, des programmes de préparation à la vie quotidienne et sur le développement de l'enfant. Par ailleurs, les mères sont dirigées au besoin vers les ressources locales et elles s'entraident. Elles rencontrent aussi leur travailleur de soutien familial. Tous les logements sont autonomes, mais il y a une cuisine et une garderie communes. Il y a des bureaux sur place, de même que des locaux pour le personnel de nuit.

SHYM offre un logement sûr et un lieu où apprendre et pratiquer les gestes de la vie quotidienne dans un contexte sécuritaire et dans un esprit d'indépendance, mais avec un sentiment d'appartenance à la communauté.

Intervention gouvernementale

Le financement du programme et des grands travaux de rénovation est provenu de diverses sources : Centraide (région de Halifax), Municipalité régionale de Halifax, IWK Foundation; Service Canada; Initiative de partenariats en action communautaire (IPAC); ministère des Services communautaires de la Nouvelle-Écosse; Secrétariat à la jeunesse du ministère de l'Éducation de la Nouvelle-Écosse; SCHL; IWK Health Centre⁵⁶⁷. Ce type de financement, provenant de sources multiples comportant chacune leurs restrictions et limitations, n'est pas rare pour ce genre de projet.

Lors d'une discussion, les mères ont fait les observations suivantes au sujet de l'intervention éventuelle du gouvernement pour aider les femmes qui se trouvent dans leur situation :

⁵⁶⁶ Supportive Housing for Young Mothers, History, <http://www.shym.ca/history.html>, consulté le 7 août 2009.

⁵⁶⁷ Société canadienne d'hypothèques et de logement, Supportive Housing for Young Mothers, <http://www.cmhcschl.gc.ca/en/inpr/afhoce/prpr/loader.cfm?csModule=security/getfile&pageid=164457>, consulté le 7 août 2009.

- Services de traitement des toxicomanies. La plupart des femmes proviennent d'un milieu instable, ou bien leur entourage ne les appuyait pas dans leur volonté d'élever leur enfant; beaucoup ont grandi dans des foyers où l'alcoolisme ou les toxicomanies et la présence de drogues et d'armes à feu étaient courants.
- Donner l'identité du père n'est pas une condition du soutien. Aucun des pères n'est présent dans la vie des enfants et la moitié seulement des femmes disent que leur famille les aide. Certaines des femmes sont convaincues que la présence du père serait en fait néfaste et qu'il serait improductif de rechercher le père pour en obtenir une aide financière; dans au moins l'implication du père pourrait être dangereux pour le bien-être de l'enfant.
- Programmes d'alphabétisation et autres programmes de transition. Le système scolaire répond mal aux besoins de certaines femmes. Elles décrochent parce que les classes sont trop nombreuses, les cours ne sont pas axés suffisamment sur les gestes de la vie quotidienne ou elles ne savent pas suffisamment bien lire et écrire.
- Accès à des services de garde. Les mères ont signalé que le manque de services de garde les empêche de retourner à l'école ou de travailler et que, même s'il y avait des places en garderie, elles n'auraient probablement pas les moyens de payer.

Options for Homes⁵⁶⁸

Visite des lieux le 15 mai 2009, Toronto (Ontario)

Problème

En 2008, la Commission ontarienne des droits de la personne a tenu des consultations à l'échelle de la province qui lui ont fait conclure que « nombreux sont ceux qui estiment que ce sont les familles et les personnes les plus vulnérables parmi nous qui paient le prix humain des failles du secteur du logement locatif en Ontario⁵⁶⁹ ». En général, le marché locatif a été marqué par la démolition ou la conversion d'unités en condominiums, une offre inférieure aux besoins et des taux d'inoccupation à la baisse⁵⁷⁰. À Toronto, le taux d'inoccupation est passé de 3,2 % en octobre 2007 à 2,0 % en octobre 2008⁵⁷¹.

Solution

Options for Homes est un organisme privé sans but lucratif de Toronto qui applique depuis 1992 une démarche singulière pour rendre l'accès à la propriété plus abordable. La clientèle de ce modèle est constituée de personnes dont le revenu est inférieur à celui qui serait normalement nécessaire pour accéder à la propriété. Options for Homes ne dépend pas de l'apport du gouvernement pour financer ses activités, mais certains des acheteurs à faible revenu bénéficient d'une aide gouvernementale pour l'achat d'une maison.

⁵⁶⁸ Options for Homes, <http://www.optionsforhomes.ca/>, consulté le 24 août 2009.

⁵⁶⁹ Commission ontarienne des droits de la personne, *Le droit au logement : Rapport de consultation sur les droits de la personne en matière de logements locatifs en Ontario*, mai 2008, p. 8.

⁵⁷⁰ Association du logement sans but lucratif de l'Ontario (ALSBLO) et Fédération de l'habitation coopérative du Canada (région de l'Ontario), *Where's Home? 2008*, 2 mars 2009, p. 7, <http://www.chfcanada.coop/eng/pdf/ontdocs/Where'sp.10020Homep.100202008.FINAL.pdf>, consulté le 29 avril 2009.

⁵⁷¹ *Ibid.*

Options for Homes construit et vend des logements en copropriété modestes sur le plan de l'emplacement et de la conception, de manière à maintenir les coûts à un niveau abordable pour les acheteurs initiaux. L'organisation offre une hypothèque de second rang aux acheteurs initiaux correspondant à la différence entre la valeur marchande estimative et le prix coûtant des unités, auquel celles-ci sont vendues. Cette hypothèque de second rang est en fait un mécanisme de partage des profits sans intérêt; son montant peut être augmenté pour réduire celui de la première et donc les paiements mensuels des acheteurs. Elle ne devient exigible que lorsque l'acheteur vend et croît au même taux que la valeur marchande du logement. Ce mécanisme de financement, offert par une filiale d'Options for Homes, permet au propriétaire de rembourser l'hypothèque de second rang à même la plus-value. Les logements sont donc rendus abordables par leur conception et grâce au mécanisme de financement particulier employé. Une fois le logement vendu et l'hypothèque de second rang remboursée, Options ne possède plus aucun intérêt dans le logement. Les économies à l'achat et le mécanisme de financement ne sont pas transmis au second acheteur.

Bilan

Suivant les estimations du personnel, les acheteurs de logement dans l'un de leurs plus récents projets appartenaient aux tranches de revenu suivantes : 12 % des acheteurs avaient un revenu inférieur à 30 000 \$ et 57 % entre 30 000 et 60 000 \$. Dans la tranche de revenu la plus faible, 90 % des acheteurs n'ont pu se payer leur logement qu'avec l'hypothèque de second rang et avec une aide à l'achat additionnelle; dans la tranche allant de 30 000 à 60 000 \$, 25 % des acheteurs ont eu besoin d'aide en plus de l'hypothèque de second rang.

Les immeubles construits par Options n'ont pas d'à-côtés superflus comme des installations récréatives sur place ou des espaces communs de grande superficie ou haut de gamme. Les logements, dont certains ne font que 700 pieds carrés, sont construits sans ajouts ni finis coûteux. Pour les acheteurs initiaux, les coûts de détention sont inférieurs à la moyenne des loyers à Toronto⁵⁷².

Les membres du Sous-comité se sont rendus aux projets des rues St. Lawrence et Mill dans le Distillery District de Toronto. Ces logements en copropriété construits dans des édifices en hauteur ont été bâtis en 1999 et 2001, à une époque où le quartier n'était pas du tout recherché pour ce type de mise en valeur. Le faible coût des terrains a permis de vendre initialement les unités à un prix relativement bas, mais comme le quartier a gagné en popularité, les valeurs de revente ont doublé dans certains cas.

D'après des données réunies par Options for Home, environ 95 % des unités sont occupées par leur propriétaire et le taux de roulement tend à être très faible.

Les acheteurs forment une coopérative sans but lucratif pour gérer l'opération durant la phase de construction initiale et voir à l'entretien de l'immeuble. Options n'entame pas la construction tant qu'il n'y a pas suffisamment d'acheteurs pour couvrir les coûts de construction.

Selon le personnel d'Options, 60 % environ des acheteurs n'auraient pas eu les moyens de payer leur logement sans l'hypothèque de second rang; environ 40 % n'en ont pas besoin.

⁵⁷² Société canadienne d'hypothèques et de logement, http://www.cmhc.ca/fr/prin/ce/ab/reou/idloab/fimodo/fimifo/fimifo_005.cfm, consulté le 3 septembre 2009.

Intervention gouvernementale

Les acheteurs peuvent obtenir une aide directe pour financer l'achat de leur logement, mais Options for Homes lui-même ne fait pas appel à des fonds publics. Durant les discussions avec les membres du Sous-comité, le personnel d'Options for Homes a néanmoins proposé des mesures gouvernementales qui pourraient faciliter la réalisation des projets futurs :

- Préférer les organisations sans but lucratif aux autres pour l'achat de terres publiques excédentaires. Des organisations sans but lucratif comme Options for Homes présentent une offre d'achat de terrains excédentaires appartenant au gouvernement et offrent des modalités équitables, mais raisonnables, au niveau du calendrier de paiement, par exemple. Le personnel propose de préférer les organisations sans but lucratif aux organisations à but lucratif quand les municipalités cèdent des terrains, comme dans le cadre de l'initiative Build Toronto.
- Accroître le financement public à l'égard des logements abordables à vendre. Les mécanismes de financement comme l'Initiative en matière de logement abordable devraient prévoir des subventions permettant d'améliorer l'accès à la propriété chez les personnes à faible revenu.
- Maintenir les programmes d'aide aux acheteurs fondés sur le revenu.

Lookout Emergency Aid Society⁵⁷³

Visite des lieux le 13 juillet 2009, Vancouver (Colombie-Britannique)

Problème

Le secteur Downtown Eastside de Vancouver compte un nombre disproportionné de logements sociaux délabrés et d'hôtels bon marché. De plus, avec l'arrivée de toxicomanes et de prostituées chassés de quartiers voisins et la fermeture d'importants commerces, ce secteur est rapidement devenu mal famé⁵⁷⁴. Il a « la particularité peu enviable d'avoir le taux d'infection au VIH le plus élevé du monde occidental. Il est aussi le plus pauvre des secteurs du pays classés par code postal⁵⁷⁵ ». Grâce aux efforts déployés récemment par la population, la situation s'est améliorée, mais les besoins en services sont toujours criants.

Solution

La Lookout Emergency Aid Society (LEAS) offre, depuis 1980, un refuge d'urgence aux plus marginaux en occupation double. À l'ouverture du refuge, le personnel s'attendait à répondre à des besoins à court terme. Depuis lors, toutefois, le nombre de gens accueillis par le refuge a augmenté, de sorte qu'il a besoin d'un soutien accru. La LEAS exploite maintenant quatre refuges et sept immeubles offrant du logement permanent et temporaire à plus de 350 personnes, dont des personnes handicapées. La LEAS fournit « du soutien, de l'encadrement, des conseils et de l'aide à des gens qui n'ont personne pour prendre soin d'eux⁵⁷⁶ ». Les membres du Sous-comité ont visité trois établissements du secteur gérés par la

⁵⁷³ Les renseignements sur la Lookout Emergency Aid Society sont, à moins d'indications contraires tirés de son site Web, <http://www.lookoutsociety.bc.ca/>, consulté le 6 août 2009.

⁵⁷⁴ Downtown Eastside, <http://www.downtowneastside.ca/>, consulté le 17 juillet 2009.

⁵⁷⁵ *Ibid.*

⁵⁷⁶ Lookout Emergency Aid Society, site Web.

LEAS, et chacun d'eux offre des niveaux de soutien différents à des personnes n'ayant pas les mêmes besoins.

Bilan

Refuge d'urgence

Le refuge de la LEAS est ouvert 365 jours par année, 24 heures par jour. Les usagers du refuge sont des hommes et des femmes sans abri qui sont aux prises avec une grande variété de difficultés, dont des maladies mentales, des handicaps mentaux, des troubles médicaux, des incapacités physiques, des dysfonctions sociales, une consommation abusive de drogues ou – plus fréquemment – une combinaison de facteurs. La LEAS constitue une solution de dernier recours pour ceux qui n'ont guère d'autres options. Les gens restent en moyenne 11 jours dans des chambres simples ou doubles. Le personnel estime que 77 % d'entre eux ne retournent jamais au refuge; ce qui, selon le personnel, indique qu'ils vont bien. Ceux qui restent sont ceux qui ont besoin de plus de soutien. La LEAS assure des services supplémentaires d'évaluation, de réseautage, de renvoi et de placement dans d'autres institutions. Quelque 2 000 personnes sont admises au refuge tous les ans. Le personnel a fait remarquer que, dans les 30 dernières années, l'âge moyen des clients de la LEAS est passé de 65 ans environ à près de 35. Le refuge d'urgence offre des services de base comme la garde des objets de valeur, un local pour les animaux de compagnie et les chariots, ainsi que des services de repas et de lessive, des douches, le téléphone, l'accès à Internet, des services de soutien et une infirmière visiteuse. Les membres du Sous-comité ont constaté l'importance et l'avantage de bien accueillir les gens au refuge, quel que soit leur état, notamment avec leurs animaux de compagnie et leurs chariots.

Le personnel dit que le modèle de soutien 24 heures par jour et 7 jours par semaine du refuge lui permet de sauver des vies. Il souligne que la simple fourniture de trois repas chauds et d'un lit, sans autre soutien, se traduit par un taux de décès de 4 % par année chez les usagers des refuges. Selon le personnel, la fourniture d'un abri et d'un certain niveau de soutien permet de ramener ce taux à 0,4 %. Bien que cette affirmation reste à prouver de façon concrète, le Sous-comité a appris qu'il est important de créer des liens par l'offre de services et de passer un peu de temps avec les sans-abri.

Logement de transition

La résidence Hazleton, qui se trouve au-dessus du refuge d'urgence du secteur est du centre-ville, loue 39 chambres à un lit pour les adultes et les personnes âgées qui disposent de très peu d'options de logement, voire d'aucune, et présentent des antécédents d'itinérance chronique. Le séjour moyen est de deux à trois ans, bien que certains locataires soient restés jusqu'à 13 ans. Les locataires sont indépendants, mais reçoivent beaucoup d'aide. Presque tous sont en traitement pour des troubles psychiatriques ou physiques ou les deux. Les membres du comité ont de plus appris que des infirmières de santé communautaire font des visites quotidiennes, que la prise de médicaments est surveillée et que de l'assistance est fournie par les organismes de santé mentale et de traitement du VIH locaux. Les locataires viennent de refuges de la LEAS ou sont admis sur recommandation; l'ordre de priorité se fonde sur une évaluation des besoins de l'intéressé par un comité de fournisseurs de services communautaires. Il nous est apparu évident que les locataires sont des gens vulnérables qui profitent de la sécurité du soutien accordé.

Maisons d'hébergement transitoire

La Jim Green Residence est un foyer permanent pour 66 hommes et femmes à faible revenu ayant des antécédents d'itinérance. L'aménagement immobilier comprend une cour qui contribue à créer une atmosphère de quartier propice aux contacts sociaux entre les locataires et à l'instauration d'un climat de sécurité. Les membres du Sous-comité ont été impressionnés par cette particularité. Les locataires ont souligné que la conception de l'immeuble les protège également de la vie dans la rue.

Les logements sont accessibles à ceux qui ont une mobilité limitée. Du soutien 24 heures sur 24 et 7 jours par semaine est assuré sur place aux locataires. La résidence comprend en outre un refuge d'urgence de deux pièces; la LEAS a pour politique d'offrir un refuge d'urgence dans tous ses immeubles de logement. Elle s'est engagée à fournir un lit à long terme pour chaque lit de refuge offert.

Dans une discussion avec les membres du Sous-comité, des locataires et usagers de refuges ont fait les observations suivantes sur les services fournis par la LEAS :

- Un peu d'aide pour « naviguer » dans la vie fait toute la différence.
- L'essentiel est de pouvoir compter sur une structure de soutien, comme la gestion de l'argent et de la prise de médicaments.
- La réduction des méfaits est plus utile que l'obligation d'abstinence complète et immédiate – la dépendance est une maladie, et non une atteinte à la morale.

Intervention gouvernementale

Pour que l'on réponde mieux aux besoins des sans-abri, les résidents et le personnel ont fait les observations suivantes :

- Services de soutien comme la désintoxication et le traitement. Ils seraient plus efficaces s'ils étaient offerts tout de suite après avoir été demandés.
- Plus de logements avec services de soutien. Les services de soutien comme ceux fournis par la LEAS sont nécessaires.
- Des refuges aménagés de façon à mieux protéger la vie privée. Les usagers des refuges estiment que les refuges de type dortoir ne sont pas sûrs.
- Le logement d'abord. Cette démarche donne de bons résultats, si elle est accompagnée de soutien et encadrée par une communauté qui offre une certaine stabilité et même des amis.
- Un soutien complet. Les résidents ont souvent parlé des avantages du soutien complet qui leur est offert, c'est-à-dire sa disponibilité – 24 heures sur 24 et 7 jours par semaine – et l'étendue des services.

Boyle Street Community Services Co-op⁵⁷⁷

Visite des lieux le 19 mai 2009, Edmonton (Alberta)

Problème

En 2008, plus de 3 000 personnes étaient considérées comme des sans-abri dans la ville d'Edmonton⁵⁷⁸. Cela représente une augmentation de 18 % par rapport à 2006; et le nombre de sans-abri enregistré cette année-là était supérieur de 20 % à celui de 2004. Selon les projections de l'Edmonton Committee to End Homelessness, il pourrait y avoir 6 500 sans-abri à Edmonton en 2018⁵⁷⁹. Parmi ceux dénombrés en 2008, 36 % ont été identifiés comme caucasiens, et 38 % comme Autochtones. D'après cet organisme, la vaste majorité de la population itinérante se compose d'Autochtones célibataires de sexe masculin âgés de 31 à 54 ans⁵⁸⁰.

Au centre-ville d'Edmonton, où se trouve la Boyle Street Community Services Co-op (BSCSC), plus de 90 % des habitants sont locataires (la moyenne canadienne de ménages étant locataires s'établissant à 35,8 %⁵⁸¹), et près de 44 % sont des ménages disposant d'un revenu inférieur à 20 000 \$⁵⁸². Les locataires sont plus susceptibles d'avoir des besoins impérieux en matière de logement⁵⁸³, c'est-à-dire qu'ils consacrent plus de 30 % de leur revenu familial au loyer ou vivent dans un logement inhabitable ou moins qu'acceptable⁵⁸⁴.

Solution

Depuis 1971, la BSCSC offre aux résidents du centre-ville des programmes d'aide au logement et de santé mentale et des programmes pour la famille et les jeunes qui sont sans ressources financières et sociales⁵⁸⁵. Le personnel de la BSCSC estime que le centre fournit des services à quelque 7 500 à 8 000 personnes par année et qu'environ 90 % d'entre elles sont des sans-abri, 75 %, des hommes, et 70 %, d'origine autochtone, dont un bon nombre sont des survivants des pensionnats indiens. Selon ce que le personnel a pu observer, quelque 40 % des sans-abri à qui il fournit des services sont nés avec des problèmes de santé mentale.

⁵⁷⁷ Inner City Agencies Foundation, « Boyle Street Community Services », <http://icaf.ca/boylestcoop.html>, consulté le 6 juillet 2009.

⁵⁷⁸ Edmonton Committee to End Homelessness, *A Place to Call Home. Edmonton's 10 Year Plan to End Homelessness*, janvier 2009, http://www.edmontonhomelessness.com/docs/report_NoSpreads_ForWebDownload_jan26-2009.pdf, consulté le 31 juillet 2009.

⁵⁷⁹ *Ibid.*

⁵⁸⁰ *Ibid.*, p. 3.

⁵⁸¹ SCHL, *L'observateur du logement au Canada 2008*, décembre 2008, p. 13.

⁵⁸² Ville d'Edmonton, *A Community Profile – Boyle Street*, <http://censusdocs.edmonton.ca/DD34/MultiSource/Neighbourhood/BOYLE%20STREET.pdf>, consulté le 23 octobre 2009.

⁵⁸³ SCHL, *L'observateur du logement au Canada 2008*, décembre 2008, p. 13.

⁵⁸⁴ SCHL, *Le Logement au Canada en ligne*, http://data.beyond2020.com/cmhc/HiCODefinitions_FR.html, consulté le 23 octobre 2009.

⁵⁸⁵ Les renseignements sur la coop de Boyle Street Community Services sont, à moins d'indications contraire, tirés de son site Web, http://www.boylestreet.org/about_our-history.html, consulté le 23 octobre 2009.

La BSCSC se décrit comme étant un centre de ressources communautaires multi-services servant ses clients à l'aide de programmes d'intervention active dans le milieu, de gestion de cas centrés sur les clients et de règlement direct des problèmes⁵⁸⁶. Un large éventail de services, de programmes et de haltes-accueil sont mis à la disposition des clients, jeunes et vieux, hommes et femmes, familles et personnes seules. En plus des services de halte-accueil offerts au centre de la rue Boyle, les clients ont accès à une foule d'autres services de soutien dont la prestation est assurée par des partenariats communautaires. Le centre de la rue Boyle emploie une démarche de réduction des préjudices dans ses services d'intervention et un modèle axé sur le logement d'abord dans son programme de logement.

Bilan

Le centre de la rue Boyle fournit une série complète de programmes communautaires d'éducation, de santé, de services sociaux et de prévention qui visent à aider les sans-abri à mettre en valeur leurs aptitudes et à veiller à ce que tous aient un toit, quelqu'un à qui parler et quelque chose à faire.

Durant une discussion de groupe tenue avec le personnel, des clients et des bénévoles, les membres du Sous-comité ont obtenu plus de détails sur quelques-uns des nombreux services offerts :

- Le centre loge actuellement 55 personnes par mois dans le cadre de partenariats communautaires avec des propriétaires, de manière plus structurée dans certains cas. Les clients louent un logement et le centre leur accorde le soutien dont ils ont besoin. Un client a décrit ce processus comme étant l'apprentissage de ce qu'il faut pour être un bon locataire. Le personnel a souligné que les propriétaires sont heureux de la réduction du taux de roulement de locataires, qui constitue un des résultats du programme.
- Un service de halte-accueil pour les jeunes a adopté une démarche de réduction des préjudices; personne n'est refusé et tous sont les bienvenus à la halte-accueil quelle que soit leur situation. Des jeunes travailleurs ont dit que les jeunes sans-abri sont aux prises avec des difficultés particulières dans leur recherche de logement et qu'ils ont besoin de différents genres de soutien pour se loger et rester en place.
- Le centre accorde du soutien aux personnes aux prises avec les multiples obstacles que sont la dépendance, la maladie physique et les problèmes de santé mentale. Le personnel a fait ressortir le fait que le centre a pour politique de ne refuser à personne l'accès aux services.
- Nombre d'Autochtones qui ont quitté leur réserve et ont déménagé à Edmonton ont été victimes de racisme, ce qui a constitué une barrière à l'emploi.

⁵⁸⁶ *ibid.*

Intervention gouvernementale

Au cours de discussions, plusieurs propositions d'intervention gouvernementale ont été faites :

- Accroître les unités de logement social. Le personnel a proposé que le gouvernement fédéral joue un plus grand rôle en créant des unités de logement social permanentes. Le concept du « logement d'abord » consiste à trouver un logement pour les sans-abri, mais il faut que des logements abordables soient disponibles et que les propriétaires soient prêts à les offrir.
- Accroître le volet allocation-logement de l'aide sociale. Les clients ont souligné que les loyers bon marché à Edmonton s'élèvent à près de 900 \$, mais que le supplément au loyer offert aux assistés sociaux par le gouvernement ne dépasse pas 350 \$. Des clients ont également proposé que l'allocation-logement de l'aide sociale soit augmentée afin d'être au même niveau que les taux de location réels.
- Attirer les investissements de promoteurs immobiliers privés. Le personnel a fait valoir que les investissements fédéraux dans le logement social devraient être fondés sur un mécanisme qui permette d'attirer les investissements du secteur privé dans le logement sans but lucratif.
- Améliorer les services contre l'abandon scolaire. Le personnel a souligné qu'il fallait mieux soutenir les jeunes éprouvant des difficultés en éducation, notamment ceux souffrant de troubles de santé mentale. Selon le personnel, une meilleure fréquentation scolaire réduirait les difficultés auxquelles sont confrontés les jeunes.

Housing Support Centre, Metro Non-Profit Housing Association⁵⁸⁷

Visite des lieux le 14 août 2008, Halifax (Nouvelle-Écosse)

Problème

Situé dans le nord de Halifax, le Housing Support Centre (HSC) est ouvert tous les matins, en semaine. Ce secteur se caractérise par de hauts niveaux de pauvreté⁵⁸⁸ et d'itinérance. On voulait initialement que le centre offre principalement des services d'aide à la recherche de logements abordables dans le secteur. Le fait de trouver et de garder un logement peut être un processus complexe rendu plus difficile encore par le manque d'expérience et de stabilité. Bien que cela constitue encore un élément essentiel de la mission du centre, celui-ci a changé d'orientation en réponse à la demande de ses clients, qui souhaitaient pouvoir compter, durant le jour, sur un endroit sûr, réconfortant, accueillant et non moralisateur, quelle que soit leur situation.

⁵⁸⁷ Les renseignements sur le Housing Support Centre de la Metro Non-Profit Housing Association sont, à moins d'indications contraires, tirés de son site Web, http://www3.ns.sympatico.ca/mnpha/support_centre.html, consulté le 10 août 2009.

⁵⁸⁸ Statistique Canada, *Profil des secteurs de recensement du SR 0010.00, Halifax (AR)*, <http://www12.statcan.ca/census-recensement/2006/dp-pd/prof/92-597/P3.cfm?Lang=F&CTCODE=0039&CACODE=205&PRCODE=12&PC=B3K3B5>, consulté le 23 octobre 2009.

Solution

Créé par la Metro Non-Profit Housing Association⁵⁸⁹, le Housing Support Centre exerce son activité depuis 1996. Connue localement sous le nom de « Coffee Shop », le centre offre un environnement sûr aux gens pour traiter de questions liées au logement, aux finances et à la santé ou, plus simplement, pour rencontrer des amis. Plus de 100 personnes y viennent tous les jours. Ils entrent, prennent un café, se sentent comme chez eux, interagissent avec le personnel et entre eux et obtiennent de l'aide. La plupart d'entre eux vivent dans des logements insalubres, des refuges ou dans la rue. Ils peuvent prendre une douche au centre, et les visiteurs se voient offrir des vêtements d'urgence; ils peuvent aussi prendre des repas ou des collations à la banque alimentaire située à proximité.

Durant une visite, les gens peuvent obtenir de l'information et de l'aide pour les problèmes concernant le logement et les prestations de revenu, recevoir du soutien de la part de deux travailleurs sociaux du centre et des soins médicaux et psychiatriques donnés par des employés du North End Community Health Centre et de la Shared Mental Health Care Team⁵⁹⁰.

Bilan

« Je n'ai peut-être pas d'endroit où vivre, mais j'ai certainement un endroit où je peux dire que je suis chez moi. » Voilà comment se sentent nombre de participants par rapport au Support Centre. Celui-ci est devenu un foyer loin de la maison, un lieu offrant stabilité et soutien tel qu'ils n'en avaient jamais connu précédemment. Une communauté de soutien et de bien-être s'est constituée, souvent avec de l'autoassistance spontanée. Les membres du Sous-comité ont été heureux de constater l'apport de ce centre dans la vie des personnes qui étaient ou avaient été des sans-abri.

Le centre ouvre ses portes à tous ceux qui sont bannis de partout ailleurs. « Il y a fort longtemps que nous n'avons jamais refusé quelqu'un. Nous avons plutôt tenté de travailler avec tous ceux qui ont des problèmes de comportement, et nous avons obtenu d'excellents résultats. Nous disons clairement que nous jugeons les comportements, et non les personnes, et nous faisons en sorte qu'ils se sentent chez eux lorsqu'ils changent leur comportement⁵⁹¹.

Le personnel du centre a consciemment décidé de limiter les services d'halte-accueil aux avant-midi (de 8 h 30 à midi, du lundi au vendredi) et de consacrer les après-midi à des activités plus structurées. L'après-midi, des groupes communautaires peuvent donc utiliser l'espace pour des réunions ou des événements spéciaux, et d'autres groupes pour des réunions comme des séances de rétablissement hebdomadaires. Le centre a diversifié ses activités pour répondre à la demande de la communauté : il offre maintenant ses locaux pour la tenue de leçons de guitare et de piano, le rassemblement régulier d'un groupe de théâtre, un cours de cuisine communautaire mensuel et peut-être la plus connue des nouvelles activités : le Shining Lights Choir.

⁵⁸⁹ Metro Non-Profit Housing Association, <http://www3.ns.sympatico.ca/mnpha/projects.html>, consulté le 11 août 2009.

⁵⁹⁰ Site Web du Centre.

⁵⁹¹ *Ibid.*

Peu de temps après le début du service de halte-accueil, des personnes présentes ont formé le Shining Lights Choir. Créée en 1997, cette chorale comptait sept membres et se compose maintenant de plus de 30 personnes. Dix ans plus tard, la chorale a enregistré trois disques et donné plus de 150 spectacles. Elle a également fait l'objet de reportages dans les médias locaux et nationaux. La chorale se compose toujours de sans-abri, d'anciens sans-abri et de personnes vivant toujours dans la pauvreté. « Les membres de la chorale sont liés les uns aux autres; ils ont un sentiment d'appartenance. La chorale donne une voix à des gens qui n'en avaient pas avant⁵⁹². »

Intervention gouvernementale

Au cours d'une discussion tenue avec des représentants communautaires, des employés et des clients (au North End Community Health Centre), les membres du Sous-comité ont entendu parler des préoccupations relatives au manque de logements abordables. La pénurie de logements abordables a aggravé les difficultés qui assaillent les assistés sociaux, les personnes qui sortent de prison ou d'un séjour dans un centre de santé mentale, selon les participants du groupe de consultation. La transition entre l'aide sociale et le travail est également rendue difficile par le manque de logements sociaux.

D'autres détails concernant la discussion du groupe de consultation se trouvent dans les notes sur les pratiques prometteuses du North End Community Health Centre.

Building Futures⁵⁹³

Visite des lieux le 15 juillet 2009, Winnipeg (Manitoba)

Problème

Le Sous-comité a appris que les personnes sans attaches, notamment celles qui ont entre 45 et 65 ans, sont surreprésentées parmi les sans-abri et les pauvres. Selon la Siloam Mission, de Winnipeg, il y a environ 2 000 personnes qui vivent dans la rue à Winnipeg. Ce refuge accueille, à lui seul, plus de 500 personnes par jour qui sont pauvres et sans abri⁵⁹⁴. Le refuge a pour mission de créer des possibilités nouvelles pour les sans-abri sans attaches.

Solution

Il y a un an environ, le refuge a commencé à soutenir un nouveau programme, Building Futures. Le programme n'en est certes qu'à ses débuts, mais il reste qu'à l'instar de bien d'autres programmes, il a été créé avec passion et à l'aide de bailleurs de fonds disposés à soutenir une démarche novatrice.

Building Futures est un programme de formation professionnelle qui emploie des gens qui sont tombés entre les mailles. Ce sont des gens peu instruits, qui vivent une vie à risque élevé, qui ont un problème de dépendance, sont sans abri ou pauvres – voire parfois les trois à la fois. Durant la première session du programme, six hommes sont employés à plein temps, au salaire minimum, pendant un an dans des projets de travail du bois. Les objets fabriqués sont vendus; à terme, le projet devrait s'autofinancer, mais, pour l'heure, ses

⁵⁹² Metro Non-Profit Housing Association Shining Lights Choir, http://www3.ns.sympatico.ca/mnpha/shining_lights.html, consulté le 11 août 2009.

⁵⁹³ Les renseignements sur le programme Building Futures de la Siloam Mission sont, à moins d'indications contraires, tirés de son site Web, http://www.siloam.ca/building_futures.html, consulté le 7 août 2009.

⁵⁹⁴ Siloam Mission, <http://www.siloam.ca/general.htm>, consulté le 7 août 2009.

dépenses sont payées à 85 % par le refuge. Le programme vise à préparer les participants à l'admission à un programme d'apprentissage ou directement à un emploi stable. L'âge moyen des participants est d'environ 45 ans et tout juste un peu plus de la moitié d'entre eux sont autochtones.

Bilan

Les membres du Sous-comité ont appris que trouver un emploi durable est difficile pour ceux qui cherchent à échapper à la vie dans la rue. On pourrait dire que le programme Building Futures se fonde d'abord et avant tout sur la recherche d'un emploi; les participants se voient offrir un emploi rémunéré comme première étape sur la voie de la stabilité. Comme dans le cas du modèle fondé sur le logement d'abord, où un logement stable est offert avec du soutien, Building Futures fournit un emploi stable aux participants avec du soutien pour qu'ils conservent cet emploi. Ce soutien holistique est assuré par le directeur du programme, l'organisme Siloam Mission, et est lié avec d'autres organismes et des collègues de travail qui peuvent faire profiter les participants de leurs expériences dans un environnement sûr. Les participants ont dit de ce programme qu'il les guidait dans la transition vers la stabilité. Ils ont aussi parlé de la façon dont la structure du travail, le soutien et la flexibilité les aident à progresser vers une vie plus saine.

Les membres du Sous-comité ont été informés à propos des plans des participants relativement à des projets comme aller au collège et ouvrir un petit atelier de menuiserie. Quels que soient leurs choix, le programme leur aura permis d'acquérir une expérience de travail d'un an, d'étoffer leur cv et d'améliorer leur profil d'emploi.

Intervention gouvernementale

Le personnel du centre a dit au Sous-comité qu'il est possible d'élargir ou de reproduire le programme en donnant de la formation dans d'autres métiers comme le travail du métal ou les réparations automobiles. Des fonds supplémentaires devront être trouvés pour acquérir de l'espace, du matériel et des outils pour ces nouvelles activités. À l'emplacement actuel, où se trouvent l'atelier et la salle de classe, l'espace est occupé au maximum; on ne peut ajouter des participants.

L'aide financière serait dirigée vers la phase du démarrage plutôt que vers l'exploitation comme telle, car le programme est censé devenir autosuffisant grâce à la vente des produits de l'entreprise. Si le programme vise surtout à fournir le soutien nécessaire aux participants durant leur passage à un emploi stable, la rentabilisation de l'entreprise par la vente de ses produits constitue un important élément du programme.

Sage House⁵⁹⁵

Visite des lieux le 15 juillet 2009, Winnipeg (Manitoba)

Problème

Les prostitués de la rue, qui sont souvent aux prises avec des problèmes de dépendance et de santé, comptent parmi les gens les plus marginalisés et vulnérables. Bien que ces personnes (des femmes en majorité) ne soient pas toutes sans abri, nombre d'entre elles dorment sur le

⁵⁹⁵ Sage House est un programme de la Mount Carmel Clinic, <http://www.mountcarmel.ca/>, consulté le 6 août 2009.

divan de gens qui les invitent ou dans des refuges, vivent périodiquement dans la rue ou dorment mal⁵⁹⁶.

Solution

Depuis 1992, l'organisme Sage House fournit, de concert avec la Mount Carmel Clinic, un service de ressources et d'information en matière de santé aux femmes de la rue. L'organisme offre une variété de services aux femmes de la rue et aux transgendéristes vivant comme des femmes, dont de l'aide en matière d'éducation, de traitement de toxicomanies, de sécurité sociale, de logement, de soutien familial et des enfants ainsi que de l'information sur la réduction des préjudices.

La halte-accueil est mise à la disposition des travailleurs du sexe de la rue, aux femmes et aux transgendéristes vivant comme des femmes. C'est un lieu sûr et accueillant où sont servis des repas deux soirs par semaine et où on peut prendre un bain et faire sa lessive gratuitement. Beaucoup de femmes ont dit que c'est grâce au soutien et aux ressources offerts à la halte-accueil qu'elles ont survécu à leurs expériences de la rue⁵⁹⁷. Maintenant qu'elles vivent au même endroit depuis trois ans, elles aimeraient bien, selon le personnel, qu'il y ait plus de fonds afin que des repas puissent être servis plus que deux soirs par semaine. À l'heure actuelle, 35 personnes profitent des repas servis deux soirs par semaine. Nombre d'entre elles viennent fréquemment. Par ailleurs, une infirmière à plein temps est sur place. Le personnel estime qu'entre 80 et 90 % des clients sont des Autochtones. Sage House fait honneur à l'usage traditionnel de la sauge par les Autochtones comme plante médicinale destinée spécialement aux femmes.

Bilan

Durant une discussion avec des employés et des clients de Sage House, les participants ont décrit leur expérience de vie et leurs rapports avec Sage House. Les membres du Sous-comité ont appris que même si elles travaillent ou vivent toujours dans la rue, les femmes et les personnes transgendéristes vivant comme des femmes ont recours à une variété de services offerts par Sage House. Pendant la discussion, les femmes ont dit de leur dépendance à la drogue qu'elle leur permettait de survivre à leur expérience de la rue, précisant qu'elles se servent des stupéfiants pour rester au chaud, éveillées et vivantes. Pour elles, c'est l'itinérance qui a précédé la toxicomanie, et non l'inverse. Les clientes de Sage House ont dit de cet établissement qu'il remplit leurs besoins essentiels qui consistent à rester au chaud et propres et à être nourries sans qu'on ne leur demande rien ou qu'on ne les juge. Ces femmes voudraient bien trouver une place dans un logement de transition, mais il y en a très peu pour les femmes dans leur situation.

Les membres du Sous-comité ont également été informés d'un nouveau programme offert par l'organisme qui aidera les femmes sans abri à trouver un logement selon un modèle appelé « voie d'accès au logement » par le personnel. Dans le cadre de ce programme, 100 femmes seront installées dans des logements à occupation simple privés à Winnipeg durant

⁵⁹⁶ Jason Brown et coll., *Shared Responsibility: Building Healthy Communities in Winnipeg's North End*, Institute for Urban Studies, p. 33, novembre 2004, http://ius.uwinnipeg.ca/pdf/wira_healthy_communities.pdf, consulté le 23 octobre 2009.

⁵⁹⁷ Les renseignements sur la Sage House sont, à moins d'indications contraires, tirés de son site Web, <http://www.mountcarmel.ca/assets/Sage%20House.pdf>, consulté le 6 août 2009.

les quatre années à venir. Les locataires ne consacreront pas plus de 30 % de leur revenu ni plus que leur allocation-logement de l'aide sociale à leur loyer. Des participants ont dit aux membres du Sous-comité qu'ils ne pouvaient trouver de logement stable au taux prévu par l'aide sociale et qu'ils avaient décidé de travailler dans la rue pour joindre les deux bouts. Ils ont ajouté que, durant la transition vers un emploi, il y a toujours une période durant laquelle on ne touche ni aide sociale ni revenu d'emploi, période qui peut aller jusqu'à deux semaines. Pareil délai représente pour eux un important obstacle à leur passage de l'aide sociale à un emploi.

Intervention gouvernementale

Des employés et des clients de Sage House ont formulé les observations et recommandations qui suivent concernant l'intervention gouvernementale :

- Logements abordables. Fournir plus de logements abordables et les rendre accessibles grâce aux modèles « voie d'accès au logement » ou « le logement d'abord ».
- Contrôle des loyers. Travailler avec les propriétaires privés pour garder les loyers à un taux minimum. Les taux d'allocation-logement de l'aide sociale datent de 15 ans et les loyers ont beaucoup augmenté depuis.
- Réduction des préjudices. Le traitement des toxicomanies sans réduction des préjudices est semblable à une table à trois pattes, c.-à-d. qu'il sera vraisemblablement bancal. Les femmes ont besoin d'être traitées dans des centres pour femmes seulement.
- Financement des services communautaires. Assurer un financement suffisant qui comprendrait du financement de base pour les organismes de prestation de services. Sage House pourrait être ouvert plus longtemps durant la journée et plus de jours par semaine s'il disposait de plus de fonds.
- Accès à des aliments moins coûteux. La sécurité alimentaire est un problème dans les secteurs où les loyers sont bas, ce qui se traduit par des coûts d'alimentation au-dessus de la moyenne pour les locataires, qui consacrent déjà une part élevée de leur revenu au logement.
- L'accès aux cuisines communautaires et à des aliments à prix abordable contribuerait à créer une communauté de soutien durant la transition vers des conditions de vie plus stables.

L'Abri en Ville⁵⁹⁸

Visite des lieux le 8 juin 2009, Montréal (Québec)

Problème

Les personnes souffrant d'une maladie mentale peuvent se sentir isolées. Cela est attribuable tant à leur état de santé qu'à leur situation financière, selon un résident de L'Abri en Ville.

⁵⁹⁸ Les renseignements sur L'Abri en Ville sont, à moins d'indications contraires, tirés de son site Web, <http://www.labrienville.org/homepage.html>, consulté le 24 août 2009.

Nombre de personnes souffrant d'une maladie mentale peuvent certes vivre de manière indépendante, mais il reste que vivre seul est coûteux, sans compter que ceux qui vivent seuls peuvent souffrir de solitude.

Solution

L'Abri en Ville offre à des adultes atteints d'une maladie mentale grave un logement à long terme soutenu par la communauté. Même si les résidants habitent dans des appartements dispersés, le programme suscite la création d'un esprit de communauté chez les résidants. « L'expérience de L'Abri en Ville, qui existe depuis 18 ans, montre qu'un logement permanent et du soutien social constituent d'importants facteurs de prévention des rechutes, y compris un nouvel internement dans les hôpitaux. Cela réduit tant les coûts humains que les coûts du système de santé⁵⁹⁹. »

Bilan

L'Abri en Ville a loué son premier appartement en 1991. L'organisme compte maintenant 10 appartements et 30 résidants. Après avoir trouvé un appartement de trois chambres à coucher, qui se trouve idéalement assez proche des bureaux de l'organisme, les employés sélectionnent soigneusement, avec l'aide d'un comité, trois résidants qui recevront une chambre dans l'appartement. Les résidants doivent être de tempéraments compatibles et être en mesure de se soutenir les uns les autres. Ils partageront l'espace et paieront leur part du loyer et des services publics. C'est L'Abri qui signe le bail et verse le loyer mensuel; les résidants paient ensuite leur part à L'Abri. L'Abri a généralement pu trouver des appartements à trois chambres à coucher pour environ 1 000 \$ par mois; la plupart des personnes qui touchent de l'aide sociale ou des prestations d'invalidité peuvent payer un tel loyer s'il est partagé entre plusieurs. Aucun des résidants n'a de personne à charge.

Le programme vise à assurer une stabilité aux résidants et à leur permettre de profiter de la formule de partage sur le plan financier et affectif. Les membres du Sous-comité ont été informés du rôle vital que jouent les bénévoles à L'Abri. Une petite équipe de bénévoles est affectée à chacun des appartements; elle visite les résidants et leur fournit de l'aide et du soutien. Elle peut également contribuer aux tâches ménagères, à l'achat des produits d'alimentation, à la confection du budget, au paiement des factures et à la planification des repas. Le programme s'emploie à assurer le plus possible la stabilité tant des résidants que des équipes de bénévoles. En outre, les coordonnateurs du personnel rendent visite aux résidants toutes les semaines.

Durant une discussion entre des clients, des employés et des administrateurs, le Sous-comité a été informé des expériences des résidants. Certains sont venus à L'Abri après avoir été hospitalisés pour une maladie mentale, placés dans une maison de transition ou pris en charge par des organismes servant les personnes atteintes d'une maladie mentale. Une fois installés dans leur appartement soutenu par L'Abri, les résidants ont dit que leur nouvelle vie était centrée autour du partage avec leurs colocataires, la participation à des événements communautaires, du bénévolat et du travail au lieu de l'isolement social.

⁵⁹⁹ L'Abri en Ville, Réponse à la Commission de la santé mentale du Canada, avril 2009, mémoire présenté au Sous-comité sur les villes, 1^{re} session, 40^e législature.

Les membres du Sous-comité ont appris que L'Abri offre aux résidents de nombreuses possibilités de participer à des activités de groupe, comme des soupers communautaires, des cours d'arts et une sortie de camping annuelle. Un résident a souligné que l'élément le plus important que lui a donné le fait d'être résident de L'Abri, c'est la fin de l'isolement social et sa réinsertion dans la société. Les résidents peuvent ensuite choisir d'autres modes de logement, mais ils ne sont pas obligés de le faire.

Intervention gouvernementale

Le modèle de L'Abri en Ville a été repris avec succès par d'autres. Avec une aide gouvernementale, L'Abri a produit un guide pour faciliter la diffusion du modèle. La reprise du modèle a été un succès dans certains cas; jusqu'à maintenant, une des quatre tentatives a échoué. L'Abri n'a pas l'intention d'offrir plus de 10 appartements, ce nombre étant idéal selon lui. Le personnel, les bénévoles et les résidents estiment que la stabilité du système a été assurée par la formule actuelle, qui consiste à placer trois résidents par appartement, ce qui donne un total de 30 résidents encadrés par 60 bénévoles.

Le personnel de l'Abri considère que l'un des principaux avantages du programme est qu'il garde des personnes atteintes d'une maladie mentale hors des hôpitaux. L'Abri forme un réseau qui offre du soutien à différents niveaux, soit les résidents, les bénévoles et les coordonnateurs. Les économies que L'Abri permet de réaliser n'ont pas été officiellement déterminées, mais on peut croire qu'elles sont loin d'être négligeables, selon le personnel de l'organisme.

Le personnel a de plus indiqué que le modèle pourrait bien fonctionner aussi pour les personnes âgées qui vivent de manière autonome, mais qui pourraient profiter de la compagnie et du partage des coûts qu'offre le programme.

Youth Emergency Shelter Society⁶⁰⁰

Visite des lieux le 19 mai 2009, Edmonton (Alberta)

Problème à régler

La Youth Emergency Shelter Society (YESS) fournit ses services à des hommes et à des femmes de 15 à 19 ans qui sont en crise, et soit qui vivent dans la rue, soit qui sont sans abri mais ne vivent pas dans la rue, soit qui risquent de devenir des sans-abri. Les jeunes qui fréquentent le refuge d'urgence sont susceptibles d'être aux prises avec des toxicomanies ou une maladie mentale ou d'avoir besoin d'une place hors de chez-eux. La majorité d'entre eux ont fait l'expérience de la rue.

Le programme est né de la prise de conscience, en 1978, du fait que les jeunes de 16 à 18 ans en crise n'avaient personne à qui s'adresser – ils n'étaient plus considérés comme des enfants par les services d'aide à l'enfance et à la famille, mais n'avaient pas encore l'âge voulu pour être admissibles au soutien accordé aux adultes.

Solution

La YESS offre un refuge aux jeunes à différentes étapes.

⁶⁰⁰ Les renseignements sur la Youth Emergency Shelter Society sont, à moins d'indications contraires, tirés de son site Web, <http://www.yess.org/#>, consulté le 28 août 2009.

- Elle offre des services sociaux aux personnes sans domicile 24 heures sur 24 : accueil, renvois et médiation familiale, ainsi que des ressources pour des présentations scolaires et communautaires.
- Refuge d'urgence de 16 lits où les jeunes de 15 à 18 ans peuvent passer la nuit, prendre une douche, obtenir des vêtements propres, prendre un repas et être renvoyés à d'autres services de soutien communautaire.
- SkY (Skills for Youth) est un centre résidentiel de plus longue durée (six à huit mois) comptant 12 lits destinés à des jeunes de 15 à 18 ans qui n'ont pas de solution de rechange viable pour se loger, qui sont prêts à participer à un programme fournissant plus de soutien dans un mode de vie plus structuré. Les jeunes ont accès à des services de conseil et de soutien pour faire des études ou conserver un emploi.
- Le programme résidentiel START (séjour maximal d'un an) compte 10 lits pour des jeunes de 16 à 19 ans et est destiné aux jeunes qui aspirent à la stabilité et à l'indépendance tout en faisant des études ou en travaillant. L'Armoury Youth Centre était en cours d'établissement pendant la visite du Sous-comité et sera ouvert le jour comme centre d'accueil pour les jeunes où ceux-ci auront accès à des services axés sur les cinq thèmes suivants : sécurité, santé et bien-être, autonomie, éducation et récréation.

Bilan

Le personnel de la YESS estime que 80 % des clients de l'organisme sont d'avis qu'il est plus sûr pour eux de vivre dans la rue que chez eux. Les jeunes viennent principalement de la région d'Edmonton, mais le personnel a remarqué que la clientèle de la YESS compte de plus en plus de réfugiés et d'immigrants. Les membres du Sous-comité ont également appris que la proportion de jeunes Autochtones ayant recours au programme avait augmenté, passant à environ 50 % en 2007-2008.

Le personnel a expliqué aux membres du Sous-comité qu'une fois que les jeunes sont devenus des endurcis de la rue, un simple abri ne suffit pas; il faut en plus nouer une relation avec eux. Il s'agit d'un long processus qui peut nécessiter de multiples séances d'accueil. C'est pour cette raison que la YESS offre différents genres de refuge.

Le personnel a dit que les jeunes connaissent la YESS surtout par le bouche-à-oreille. Plus de 5 000 dossiers ont été ouverts pour le refuge d'urgence en 2007-2008, ce qui représente une hausse de 23 % par rapport à l'année précédente. Quelque 500 à 600 jeunes passent en moyenne près de trois nuits au refuge d'urgence. Le taux d'occupation annuel s'élevait à 87 % en 2007-2008, et il était plus élevé les mois d'hiver. L'âge moyen des jeunes ayant recours au refuge était de 16,4 ans en 2007-2008.

Moins de clients sont desservis par les programmes SkY et START, mais le séjour moyen y est plus long : 40 jours pour le premier, cinq mois pour le second, ce qui reflète leur intensité. Ces programmes donnent au personnel la possibilité de travailler avec les jeunes à diverses étapes de leur passage de l'itinérance à la stabilité.

Intervention gouvernementale

Durant les discussions avec les membres du Sous-comité, les propositions suivantes d'intervention gouvernementale ont été faites :

- Financement stable à plus long terme. La capacité d'accéder à un financement à long terme stable est essentielle au succès du programme, permettant au personnel de se concentrer sur son travail, qui consiste à fournir des services aux jeunes. Le personnel a fait remarquer que les exigences actuelles de reddition de comptes relativement aux subventions et contributions sont telles que la YESS a dû embaucher un deuxième comptable.
- Meilleure concordance entre les programmes et les besoins. Le personnel a proposé une meilleure intégration entre les solutions de l'Alberta Secretariat for Solution on Homelessness et les besoins des jeunes citoyens en crise. Le personnel a également déploré l'absence de consultation entre les refuges pour jeunes et la Mental Health Initiative du gouvernement de l'Alberta.
- Échange d'informations. Le personnel a recommandé que les gouvernements contribuent à créer des tribunes pour le partage des pratiques exemplaires et assurer le financement de la participation à ces tribunes. La conférence « Partners Solving Youth Homelessness » organisée et animée par Raising the Roof, à Toronto, en novembre 2008⁶⁰¹ a été citée comme exemple de pareille tribune.

Avenue 15 et RADAR⁶⁰²

Visite des lieux le 20 mai 2009, Calgary (Alberta)

Problème

En 2008, à Calgary, les enfants représentaient 11 % de la population de sans-abri⁶⁰³, ce qui signifie que près de 450 jeunes étaient sans abri le jour du dénombrement; 384 d'entre eux étaient âgés de 17 ans. On compte 36 lits de refuge qui sont destinés aux jeunes de la ville. Le personnel d'Avenue 15 estime que, toutes les nuits, plus de 100 jeunes dorment dans un refuge pour adultes. Le personnel estime aussi que l'âge moyen des jeunes usagers des refuges est passé de 16 à 14 ans. Ces chiffres témoignent du fait que les jeunes sans abri sont mal desservis dans les refuges à Calgary.

Des recherches récentes révèlent, chez les jeunes de la rue, une incidence élevée de comportements violents, d'importants problèmes de santé physique et mentale, de consommation abusive de substances psychoactives et d'autres activités à haut risque⁶⁰⁴.

⁶⁰¹ Site Web de la Partners Solving Youth Homelessness Conference, http://www.raisingtheroof.org/popup/psuh_en.html, consulté le 8 juillet 2009.

⁶⁰² Boys and Girls Club of Calgary <http://www.boysandgirlsclubsofcalgary.ca/programs/shelter-and-outreach/avenue-15.html>, consulté le 28 août 2009.

⁶⁰³ Ville de Calgary Fast Facts #3 2008.

⁶⁰⁴ Calgary Homeless Foundation, *Setting the Course: A Blueprint to End Youth Homelessness in Calgary* Draft for Discussion, mai 2009, [http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20\(May%206%2009\).pdf](http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20(May%206%2009).pdf), consulté le 9 juillet 2009.

Pour les jeunes qui deviennent des sans-abri, les risques et les problèmes s'accumulent rapidement une fois qu'ils ont adopté le style de vie des enfants de la rue⁶⁰⁵.

Solution

Le personnel d'Avenue 15 a souligné qu'il n'y a pas une raison unique qui explique pourquoi les jeunes se retrouvent sans foyer stable. Dans leur style de vie d'enfants de la rue, les jeunes fonctionnent déjà d'une manière très adulte, prenant des décisions difficiles avec peu de ressources dans un environnement qui s'apparente plus au chaos qu'au confort. Les fournisseurs de services doivent donc leur offrir un ensemble de services qui répond à un large éventail de besoins.

Avenue 15 offre aux jeunes sans-abri ou fugueurs âgés de 12 à 17 ans l'accès à un refuge temporaire, aux nécessités de la vie et à un système de soutien global en vue de la réunification familiale ou l'accès à un autre mode de logement stable. Trois refuges donnent accès à un réseau de services assurant, à des degrés divers, du soutien, de la souplesse en matière de logement et d'exigences relatives à l'accès. Avenue 15 est un programme de l'organisme Boys and Girls Clubs de Calgary.

Bilan

Avenue 15

La démarche d'Avenue 15 consiste à fournir aux jeunes un refuge dans un cadre familial propice à l'établissement de relations, de soutien et d'obligations entre les participants. Les membres du Sous-comité ont appris qu'Avenue 15 assure trois sortes de services de refuge :

- Le refuge d'urgence pour les jeunes de 12 à 17 ans, peu restrictif, répond aux besoins élémentaires de ces derniers : douche, repas, lit et renvoi à d'autres services de soutien.
- Un refuge accueillant les moins de 18 ans pour des séjours de courte ou de moyenne durée les aide à acquérir la capacité de vivre en communauté plutôt que comme des enfants de la rue. Les jeunes partagent un logement de type familial où ils restent généralement plusieurs semaines ou mois.
- Un logement de transition est offert aux jeunes qui sont en train d'acquérir les outils et la confiance nécessaires à une vie indépendante. Les jeunes paient leur part des coûts de logement (dont une partie leur est remboursée dans un compte d'épargne personnel). Les jeunes s'engagent à adopter des comportements et à entreprendre des activités qui leur assureront une plus grande stabilité dans l'avenir, comme terminer leurs études, l'apprentissage d'un métier et la formation en dynamique de la vie.

Le personnel a fait remarquer que, d'après son expérience des jeunes des refuges, leur itinérance n'est pas due essentiellement à la pauvreté, mais plutôt à tous les autres éléments qui y mènent, comme les mauvais traitements, la violence et les toxicomanies dans leur vie familiale.

⁶⁰⁵ Boys and Girls Clubs of Calgary, *New Directions for Youth Shelter Services in Calgary: The New Avenue 15 Youth Shelter*, pas de date.

Re-engaging Academically Disconnected Adolescents Respectfully (RADAR)

Créé par Avenue 15 en septembre 2008, le programme RADAR apporte une solution au nombre croissant de jeunes de 13 à 15 ans qui vont dans les refuges pour jeunes et au problème grandissant du décrochage scolaire chez les jeunes de ce groupe d'âge qui a été révélé par une étude. Le personnel chargé de RADAR a dit aux membres du Sous-comité qu'il a été prouvé que le décrochage scolaire, qui peut se produire même à l'école intermédiaire, est un facteur annonciateur du désengagement social ou de l'itinérance qui se produiront plus tard⁶⁰⁶.

RADAR vise à répondre aux besoins des jeunes sans-abri de ce groupe d'âge qui ne vont plus à l'école en leur offrant des programmes d'apprentissage scolaires et artistiques, des activités récréatives et un laboratoire informatique. La stratégie consiste à leur offrir ce que leur famille leur fournirait : des repas, un abri, la sécurité, des soins médicaux, des conseils et du soutien pour les activités récréatives et prosociales. L'objectif est de réorienter les jeunes vers une démarche d'apprentissage constructive.

Intervention gouvernementale

Au cours de la discussion avec les membres du Sous-comité, le personnel chargé du programme et les clients ont soulevé les possibilités suivantes d'intervention gouvernementale :

- Soutien parental. Le personnel a fait valoir qu'un soutien accru des parents durant les années où ils élèvent des adolescents permettrait de réduire l'itinérance chez les jeunes. Si les parents ayant des enfants de moins de 6 ans ont accès à du soutien parental, ceux qui ont des enfants de 6 à 16 ans, par contre, sont largement laissés à eux-mêmes.
- Fréquentation scolaire, un système de détection rapide. Le personnel a constaté que la fréquentation scolaire régulière est un bon indicateur de l'attachement au milieu scolaire et à un style de vie normal. En utilisant la fréquentation scolaire comme premier indice, on a pu déterminer quels étaient les jeunes qui présentaient un risque élevé de décrochage scolaire et d'itinérance, notamment lorsqu'il n'y a pas d'autres facteurs de risque évidents. Le personnel a fait remarquer que si les jeunes et leurs parents sont souvent aux prises avec des problèmes complexes, il reste que la détection précoce facilite la prévention de l'itinérance.
- Lacunes dans les services aux enfants placés. Le personnel et les clients ont fait ressortir que l'accès aux services destinés aux enfants et aux adolescents est fonction de la situation de l'intéressé dans le système de bien-être de l'enfance. Ils ont indiqué que tout jeune de moins de 18 ans devrait jouir du même accès aux services et aux soutiens quelle que soit sa situation à cet égard.
- Financement souple. On a souligné que les subventions aux programmes pour les jeunes (aucun programme particulier n'a été mentionné) sont utiles pour apporter

⁶⁰⁶ Calgary Homeless Foundation, *Setting the Course: A Blueprint to End Youth Homelessness in Calgary* Draft for Discussion, mai 2009, [http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20\(May%206%202009\).pdf](http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20(May%206%202009).pdf), consulté le 4 août 2009.

des solutions rapides et novatrices aux problèmes mis au jour. Le financement flexible est particulièrement utile pour le règlement des problèmes immédiats qui surgissent au sein de la population desservie.

- Approche de lutte contre l'itinérance adaptée aux jeunes. Le personnel a mis en évidence la nécessité de créer davantage de services de soutien et de refuge destinés spécialement aux jeunes dans le cadre de la lutte contre l'itinérance du gouvernement provincial. Le personnel a proposé la mise en œuvre du plan énoncé dans l'ébauche de document de travail de la Calgary Homeless Foundation intitulé « Setting the Course: A Blueprint to End Youth Homelessness in Calgary⁶⁰⁷ ».
- Suivi des résultats. Le personnel estime que quelque 85 % des jeunes sans-abri finissent par décrocher un emploi et mettre de la stabilité dans leur vie, mais il n'encourage pas moins les gouvernements à assurer un meilleur suivi des résultats à long terme. Pareilles données longitudinales aideraient les organismes prestataires de services à recourir à des pratiques dont l'efficacité a été prouvée. Le personnel a dit que les données recueillies six mois après la sortie d'un refuge ne sont pas suffisantes à cette fin.

WoodGreen Community Services, programme Homeward Bound⁶⁰⁸

Visite des lieux le 15 mai 2009, Toronto (Ontario)

Problème

Aider les mères célibataires itinérantes à assurer leur sécurité à long terme constitue l'objectif du programme Homeward Bound. Les femmes qui font une demande sont souvent remarquées par le personnel dans un refuge pour sans-abri, nombre d'entre elles étant des mères fuyant la violence familiale.

Solution

Créé en 1937, l'organisme WoodGreen Community Services était à l'origine un centre de quartier de l'est de la ville. Sa mission consiste à fournir des services faisant la promotion du bien-être et de l'autonomie, luttant contre la pauvreté et les inégalités et édifiant des communautés durables. WoodGreen estime que la seule façon d'accomplir sa mission est de travailler étroitement avec sa clientèle de manière à saisir les nombreux obstacles auxquels elle est confrontée et à l'aider à profiter de tous les soutiens dont elle a besoin, qu'il s'agisse de logement, de garde des enfants, de formation professionnelle, d'aide pour un enfant ayant des problèmes de développement ou de soins à fournir à des aînés chez eux⁶⁰⁹.

Le programme Homeward Bound soutient les mères célibataires sans-abri en leur offrant simultanément des cours de formation professionnelle, un logement de transition, des services de garderie sur place et du counselling individuel. L'objectif principal du programme

⁶⁰⁷ On peut consulter le document de travail sur le site Web de la Calgary Homeless Foundation : http://www.calgaryhomeless.com/main/page.php?page_id=1. Le rapport se trouve à l'adresse [http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20\(May%2006%2009\).pdf](http://www.calgaryhomeless.com/files/pdf/Youth%20Discussion%20Paper%20Draft%20(May%2006%2009).pdf) consulté le 4 août 2009.

⁶⁰⁸ WoodGreen Community Services <http://www.woodgreen.org/about/whoarewe.html>, consulté le 29 juillet 2009.

⁶⁰⁹ *Ibid.*,

est d'aider les bénéficiaires à quitter la rue pour un logement indépendant et un emploi suffisamment bien rémunéré pour qu'elles puissent faire vivre leur famille, tout cela en l'espace de trois ans⁶¹⁰. Les admissions au programme sont limitées par le nombre d'unités de logement créées pour les femmes et leurs enfants, soit 32 logements à deux et à trois chambres (qui ont toutes un loyer lié au revenu). Il y avait 30 femmes sur la liste d'attente au moment où le Sous-comité a visité les lieux. Sont offerts aux participantes une variété de cours de dynamique de vie et de programmes de formation collégiale.

Le programme Homeward Bound est financé par diverses sources : entreprises privées, gouvernement provincial, particuliers et aussi les participantes qui versent leur allocation-logement de l'aide sociale.

Bilan

Les membres du Sous-comité ont appris que le programme Homeward Bound offre une variété de soutiens qui, autrement, seraient fournis par d'autres organismes et pas nécessairement en même temps. Le personnel de WoodGreen nous a expliqué que le programme élimine les listes d'attente distinctes pour chacun des trois principaux soutiens – logement abordable, garde des enfants et formation.

Durant les discussions avec les bénéficiaires, les membres du Sous-comité ont obtenu de l'information sur des points saillants du programme :

- Pour que le programme d'éducation de Homeward Bound soit utile, il faut que les participantes le prennent au sérieux. Les bénéficiaires ont parlé des importantes pressions créées par les changements que le programme leur demande de faire dans leur vie; la plupart des participantes se sont inscrites au programme lorsqu'elles étaient dans un refuge.
- Ces jeunes femmes ont parlé des difficultés qu'elles éprouvent à « naviguer dans le système » et ont fait état des multiples obstacles qu'elles doivent surmonter pour poursuivre leurs études, notamment l'accès à un logement abordable, à la garde des enfants et à l'aide sociale et l'obtention d'aide dans leur fréquentation scolaire.
- Le fait que les logements et la garderie se trouvent dans le même immeuble a facilité le partage du soutien entre participantes. Les femmes ont également dit qu'en s'installant dans l'immeuble, elles avaient laissé derrière elles les influences négatives.
- Une étude indépendante a révélé que les femmes qui éprouvaient le plus de difficulté avec le programme avaient de nombreux antécédents sur le plan de la pauvreté, de la violence et des dépendances⁶¹¹; l'ajout du conseiller sur place a donc été utile.

Intervention gouvernementale

Durant ses discussions avec les membres du Sous-comité, le personnel a proposé les interventions gouvernementales suivantes :

⁶¹⁰ WoodGreen Community Services <http://www.woodgreen.org/HomewardBound/index.html>, consulté le 29 juillet 2009.

⁶¹¹ WoodGreen Community Services, *Creating the path from homelessness to self sufficiency: Early findings from WoodGreen's Homeward Bound Program*, juillet 2007, p. 16.

- Financement simplifié. Le financement public d'un programme comme Homeward Bound, qui fournit une variété de services, est rendu complexe du fait de l'existence de multiples restrictions et exigences liées à la reddition de comptes. Pour atténuer les complexités, le personnel a recommandé la mise en œuvre des recommandations figurant dans le rapport du Groupe d'experts indépendant chargé de donner des conseils sur les programmes de subventions et de contributions⁶¹².
- Soutien du revenu pour les étudiantes. Les participantes au programme et le personnel ont éprouvé de la difficulté avec les restrictions imposées par l'aide sociale à cause desquelles les participantes ne peuvent faire des études à plein temps ou travailler à temps partiel tout en touchant des prestations. Si WoodGreen paie les droits de scolarité, il n'empêche que les participantes doivent contribuer au paiement du logement fourni par Woodgreen. On voit que les restrictions de l'aide sociale rendent plus complexe l'application du programme.
- Un logement et des services de garde plus abordables. WoodGreen a fait valoir que l'accès à un logement plus abordable aiderait davantage les femmes à réussir leur transition vers un logement stable et durable ou l'accession à la propriété – un objectif du programme. Selon le personnel de WoodGreen, l'accès à un service de garderie bon marché constitue un des principaux obstacles que doivent franchir les femmes qui veulent retourner à l'école. Le personnel de WoodGreen considère que le gouvernement fédéral a un rôle à jouer sur ces deux plans.

⁶¹² Le rapport du Groupe d'experts indépendant chargé de donner des conseils sur les programmes et subventions et de contributions, Des lourdeurs administratives à des résultats clairs, http://www.cwlc.ca/files/file/policy/Report_on_Grant_and_Contribution_Programs.pdf, décembre 2006, consulté le 3 septembre 2009.

Annexe 5 - Stratégies provinciales et locales relatives à la pauvreté, au logement et à l'itinérance

Comme il a été signalé dans le texte du rapport, plusieurs gouvernements provinciaux et administrations municipales ont élaboré et commencé à mettre en œuvre des stratégies intersectorielles ou interministérielles pour s'attaquer aux problèmes de la pauvreté, du logement et de l'itinérance. La présente annexe en donne une brève description.

Stratégies de réduction de la pauvreté

Stratégies provinciales

*Québec*⁶¹³

Le Québec a été la première province au Canada à adopter une loi visant à lutter contre la pauvreté et l'exclusion sociale. L'idée d'une loi-cadre visant l'élimination de la pauvreté vient d'un important mouvement de citoyens, le Collectif pour un Québec sans pauvreté⁶¹⁴. Le 13 décembre 2002, l'Assemblée nationale du Québec a adopté le projet de loi 112, Loi visant à lutter contre la pauvreté et l'exclusion sociale⁶¹⁵. La mesure législative québécoise établit une « stratégie nationale de lutte contre la pauvreté et l'exclusion sociale » qui « vise à amener progressivement le Québec d'ici 2013 au nombre des nations industrialisées comptant le moins de personnes pauvres⁶¹⁶ ». Le Ministère de l'Emploi et de la Solidarité sociale est le principal ministère responsable de la mise en application de la stratégie québécoise de lutte contre la pauvreté et l'exclusion sociale.

En avril 2004, le gouvernement du Québec a publié son plan d'action, Concilier liberté et justice sociale : un défi pour l'avenir : plan d'action gouvernemental en matière de lutte contre la pauvreté et l'exclusion sociale⁶¹⁷. L'approche adoptée conformément à ce plan donne lieu à des politiques qui rappellent celles mises au point par certains pays européens

⁶¹³ Pour en savoir plus à ce sujet, voir : Chantal Collin, *Stratégies de réduction de la pauvreté au Québec et à Terre-Neuve-et-Labrador*, PRB 07-23F, Service d'information et de recherche parlementaires, Bibliothèque du Parlement, Ottawa, 26 octobre 2007, <http://www.parl.gc.ca/information/library/PRBpubs/prb0723-f.htm>, consulté le 26 octobre 2009.

⁶¹⁴ Pour en savoir plus sur le Collectif pour un Québec sans pauvreté et ses activités de promotion d'une loi visant l'élimination de la pauvreté au Québec, voir William Ninacs avec la collaboration d'Anne-Marie Béliveau et de Francine Gareau, *Le collectif pour un Québec sans pauvreté : étude de cas*, Caledon Institute of Social Policy, Ottawa, septembre 2003.

⁶¹⁵ *Loi visant à lutter contre la pauvreté et l'exclusion sociale*, L.R.Q. L-7, mise à jour le 1^{er} août 2008, http://www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/L_7/L7.htm, consulté le 26 octobre 2009.

⁶¹⁶ Loi visant à lutter contre la pauvreté et l'exclusion sociale, L.R.Q. L-7, ch. II, art. 4.

⁶¹⁷ Gouvernement du Québec, *Concilier liberté et justice sociale : un défi pour l'avenir : plan d'action gouvernemental en matière de lutte contre la pauvreté et l'exclusion sociale*, ministère de l'Emploi, de la Solidarité sociale et de la Famille, avril 2004.

de langue anglaise, notamment le Royaume-Uni et l'Irlande⁶¹⁸. Le plan favorise « l'emploi [comme] première solution pour assurer la sécurité économique et l'inclusion sociale » et « la protection [...] des personnes qui ont des contraintes sévères à l'emploi ⁶¹⁹ ».

Dans l'année qui a suivi le lancement du plan, un centre de recherche – le Centre d'étude sur la pauvreté et l'exclusion – a été créé sous l'égide du Ministère de l'Emploi et de la Solidarité sociale avec pour mandat de fournir de l'information fiable et rigoureuse en matière de pauvreté et d'exclusion sociale⁶²⁰. Un comité consultatif, le Comité consultatif de lutte contre la pauvreté et l'exclusion sociale, a été créé quelques mois plus tard pour conseiller le ministre de l'Emploi et de la Solidarité sociale au sujet de l'élaboration, de la mise en œuvre et de l'évaluation des actions menées par le gouvernement dans le cadre de la Stratégie nationale de lutte contre la pauvreté et l'exclusion sociale⁶²¹.

Les données disponibles montrent que la proportion de personnes à faible revenu au Québec a diminué de manière constante entre 1997 et 2006. Selon le seuil de faible revenu (SFR) après impôt de Statistique Canada, la proportion globale de personnes à faible revenu au Québec est passée de 19,3 % en 1997 à 11,6 % en 2006. Des progrès considérables ont également été observés au cours de cette période en ce qui concerne l'incidence de la pauvreté chez les enfants, comme en témoigne la proportion d'enfants vivant dans des familles à faible revenu, qui, après avoir atteint 22,4 % en 1997, a chuté à 11,3 % en 2002, puis à 9,7 % en 2006⁶²². La proportion de familles monoparentales à faible revenu ayant une femme à leur tête a diminué, passant de 40,9 % en 2002 à environ 28,5 % en 2006. Par contre, le pourcentage de personnes seules à faible revenu a atteint 33,1 % en 2006, comparativement à 31,3 % en 2002, c'est-à-dire l'année précédant la mise en œuvre de la stratégie.

Terre-Neuve-et-Labrador⁶²³

En 2006, Terre-Neuve-et-Labrador est devenue la deuxième province au Canada à adopter une stratégie globale de réduction de la pauvreté. Le gouvernement s'est engagé à faire de Terre-Neuve-et-Labrador, qui accusait alors la plus grande pauvreté au pays, la province la moins pauvre et à accomplir cette transformation en dix ans. Le ministre des Ressources humaines, du Travail et de l'Emploi est chargé de chapeauter les efforts de réduction de la

⁶¹⁸ Pour avoir un bref aperçu des stratégies anti-pauvreté au Royaume-Uni et en Irlande, voir : Chantal Collin, *Stratégies de réduction de la pauvreté au Royaume-Uni et en Irlande*, PRB 07-28F, Service d'information et de recherche parlementaires, Bibliothèque du Parlement, Ottawa, 2 novembre 2007, <http://www.parl.gc.ca/information/library/PRBpubs/prb0728-f.htm>, consulté le 26 octobre 2009.

⁶¹⁹ Gouvernement du Québec, *Concilier liberté et justice sociale*, 2004, p. 8.

⁶²⁰ Pour en savoir plus sur le Centre d'étude sur la pauvreté et l'exclusion et ses travaux, consulter son site Web à : <http://www.cepe.gouv.qc.ca/index.asp>, consulté le 26 octobre 2009.

⁶²¹ Pour en savoir plus sur le Comité consultatif de lutte contre la pauvreté et l'exclusion sociale, consulter son site Web à : <http://www.cclp.gouv.qc.ca/mission.asp>, consulté le 26 octobre 2009.

⁶²² Statistique Canada, « Le revenu au Canada 2006 », Tableau 11-6, n° 75-202-X au catalogue, mai 2008, <http://www.statcan.gc.ca/pub/75-202-x/75-202-x2006000-fra.htm>, consulté le 26 octobre 2009.

⁶²³ Pour en savoir plus à ce sujet, voir : Chantal Collin, *Stratégies de réduction de la pauvreté au Québec et à Terre-Neuve-et-Labrador*, PRB 07-23F, Service d'information et de recherche parlementaires, Bibliothèque du Parlement, Ottawa, 26 octobre 2007, <http://www.parl.gc.ca/information/library/PRBpubs/prb0723-f.htm>, consulté le 26 octobre 2009.

pauvreté déployés par le gouvernement. Il doit présenter à l'assemblée législative un rapport d'étape annuel ainsi qu'un rapport sur la mise en œuvre de la stratégie tous les deux ans.

Afin de prévenir, de réduire et d'atténuer la pauvreté chez les particuliers, les familles, les femmes, les aînés, les jeunes et les personnes handicapées, le gouvernement a décidé d'adopter une approche globale, intégrée et multidimensionnelle qui tient compte d'aspects clés comme, l'éducation, la santé, le logement, la garde des jeunes enfants et le développement du marché du travail. En juin 2006, le gouvernement a publié son plan d'action dans lequel sont énoncés cinq objectifs à moyen terme pour les premières années d'application de la stratégie : améliorer la coordination des services offerts aux personnes à faible revenu et l'accès à ces services; établir un filet de sécurité sociale plus solide; augmenter le revenu gagné; mettre davantage l'accent sur le développement de la petite enfance; prendre des mesures pour que la population soit plus scolarisée.

Le plan d'action mentionne un certain nombre de secteurs où les gouvernements fédéral et provincial pourraient unir leurs efforts : questions relatives à l'impôt sur le revenu, Autochtones, personnes handicapées, logement abordable, établissement d'une nouvelle Entente sur le développement du marché du travail, programmes de prestations pour enfants, programmes de prêts aux étudiants et programmes d'alphabétisation⁶²⁴.

Au moment du premier anniversaire de mise en œuvre de la stratégie, le ministre des Ressources humaines, du Travail et de l'Emploi a indiqué par voie de communiqué que les efforts pour prévenir, réduire et atténuer la pauvreté à Terre-Neuve-et-Labrador avaient beaucoup progressé et que le gouvernement allait continuer à investir dans un ensemble de politiques et de programmes afin d'atteindre son objectif d'élimination de la pauvreté⁶²⁵.

En 2006, les données sur le SFR après impôt indiquaient que 7,6 % des citoyens de Terre-Neuve-et-Labrador avaient un faible revenu, soit une baisse par rapport à 2003 où ce pourcentage s'établissait à 12,2 %. Cette proportion est beaucoup plus importante chez les personnes seules de moins de 65 ans, mais elle a été ramenée de 53 % en 2003 à 42 % en 2006; elle varie considérablement selon qu'il s'agit d'hommes ou de femmes (36,3 et 49,5 % respectivement). Les enfants étaient aussi particulièrement touchés par la pauvreté, puisqu'environ 9,3 % d'entre eux vivaient dans des familles à faible revenu en 2006, soit une baisse marquée par rapport au pourcentage de presque 16 % atteint en 2003. La proportion de familles monoparentales à faible revenu ayant une femme à leur tête a considérablement diminué, passant de 50,8 % en 2003 à 30,6 % en 2006⁶²⁶.

Ontario

En décembre 2008, le gouvernement de l'Ontario a publié *Rompres le cycle : Stratégie de réduction de la pauvreté de l'Ontario* et est devenue la troisième province du Canada, après le Québec et Terre-Neuve-et-Labrador, à se doter d'une stratégie globale de réduction de la pauvreté. Le

⁶²⁴ Gouvernement de Terre-Neuve-et-Labrador, « Reducing Poverty: An Action Plan for Newfoundland and Labrador », juin 2006, <http://www.hrle.gov.nl.ca/hrle/poverty/poverty-reduction-strategy.pdf>, consulté le 26 octobre 2009.

⁶²⁵ Gouvernement de Terre-Neuve-et-Labrador, « Significant Progress Being Made to Prevent, Reduce and Alleviate Poverty in our Province, Human Resources, Labour and Employment », communiqué, 4 juin 2007.

⁶²⁶ Statistique Canada, *Le revenu au Canada 2006*, Tableau 11-2.

plan de l'Ontario s'inspire de la vision « d'une province où toute personne pourra développer son plein potentiel et contribuer et participer à la prospérité et à la santé de l'Ontario⁶²⁷ ». La stratégie avait pour objectif de « briser le cycle intergénérationnel qui fait en sorte que la pauvreté soit un problème si insidieux⁶²⁸ » en réduisant de 25 % le nombre d'enfants vivant dans des conditions de pauvreté sur une période de cinq ans. Cet objectif permettra d'améliorer le niveau de vie de tous les enfants pauvres et sortiront 90 000 d'entre eux de la pauvreté⁶²⁹. Pour suivre ses progrès, le gouvernement de l'Ontario comptait utiliser la mesure de faible revenu de Statistique Canada.

La stratégie de réduction de la pauvreté de l'Ontario prévoyait un vaste train de mesures pour améliorer le bien-être des enfants et des familles. Par exemple, la stratégie proposait de porter à terme (2011-2012) la Prestation ontarienne pour enfants à 1 310 \$ par enfant par année⁶³⁰. Une fois sa mise en œuvre terminée, la Prestation ontarienne pour enfants représentera un investissement annuel de 1,3 milliard et permettra de venir en aide à 1,3 million d'enfants⁶³¹. Entre autres initiatives, la stratégie prévoyait aussi la création de 200 nouveaux centres de formation au rôle parental et de littératie pour les familles; la mise sur pied de programmes d'apprentissage à journée complète pour les enfants de quatre et cinq ans; un investissement de 32 millions sur trois ans dans un Programme de bonne nutrition des élèves et un investissement de 80 millions de dollars sur trois ans dans la Stratégie de santé mentale et de lutte contre les dépendances, qui ciblera notamment les jeunes provenant de familles à faible revenu aux prises avec la maladie mentale et/ou des problèmes de dépendance⁶³².

Le plan de réduction de la pauvreté renfermait aussi des mesures pour améliorer le bien-être de tous les Ontariens. Il prévoyait accroître les budgets consacrés aux programmes de formation et d'apprentissage; resserrer les normes d'emploi afin de mieux protéger les travailleurs vulnérables; porter le salaire minimum à 10,25 \$ d'ici 2010 et investir dans un Fonds Perspectives communautaires pour soutenir les projets de revitalisation des collectivités⁶³³. La Stratégie de réduction de la pauvreté reconnaissait en outre que certains groupes sont plus vulnérables que d'autres à la pauvreté, et prévoyait une aide adaptée à l'intention des nouveaux Ontariens, des personnes handicapées, des femmes, des Autochtones, des personnes âgées et des sans-abri⁶³⁴.

Pour atteindre les objectifs énoncés dans sa Stratégie de réduction de la pauvreté, le gouvernement de l'Ontario a sollicité l'appui d'autres ordres de gouvernement. Dans le document qui décrit sa stratégie, il demandait au gouvernement fédéral de prendre les mesures suivantes :

⁶²⁷ Gouvernement de l'Ontario, *Rompre le cycle : Stratégie de réduction de la pauvreté de l'Ontario*, décembre 2008, p. 5, http://www.growingstronger.ca/french/pdf/Ontario's_Poverty_Report_FR.pdf.

⁶²⁸ *Ibid.*, p. 4.

⁶²⁹ *Ibid.*, p. 4.

⁶³⁰ En 2008, la prestation maximale est de 50 \$/mois (600 \$ par année) pour chaque enfant de moins de 18 ans.

⁶³¹ Ontario (2008), *Rompre le cycle*, p. 16.

⁶³² *Ibid.*, p. 9–11.

⁶³³ *Ibid.*, p. 13 et p. 19–22.

⁶³⁴ *Ibid.*, p. 25–28.

- doubler le montant de la prestation fiscale pour le revenu gagné, afin de le porter à 2 000 \$ par année par famille, et augmenter de 1 200 \$ par enfant le Supplément de la prestation nationale pour enfants;
- corriger les lacunes du programme d'assurance-emploi (AE) afin que celui-ci réponde mieux aux besoins des travailleurs et travailleuses de l'Ontario qui font la transition vers des secteurs économiques en expansion et faire en sorte que les prestations versées aux chômeurs soient semblables à celles versées aux chômeurs des autres provinces;
- tenir un sommet qui réunirait les gouvernements, le secteur privé, le secteur à but non lucratif et les syndicats pour discuter de la modernisation de l'assurance-emploi;
- renouveler l'Accord sur l'apprentissage et la garde des jeunes enfants avec les provinces;
- reconduire le Programme de logement abordable de 2005, qui autrement prendra fin en 2010;
- donner suite aux engagements pris dans l'Accord de Kelowna en vue de combler l'écart de qualité de vie entre les peuples autochtones et le reste de la population⁶³⁵.
- En mai 2009, l'Ontario a adopté la Loi concernant une stratégie à long terme de réduction de la pauvreté en Ontario en vue de « mettre en place des mécanismes favorisant une réduction soutenue et à long terme de la pauvreté en Ontario⁶³⁶ ».

Nouvelle-Écosse

En avril 2009, le gouvernement de la Nouvelle-Écosse a rendu publique sa stratégie de réduction de la pauvreté dans un document intitulé *Preventing Poverty: Promoting Prosperity*, où il rappelle que son action a déjà permis de ramener le taux de pauvreté infantile de 19,3 % en 1997 à 8,7 % en 2006⁶³⁷ et qu'il a affecté près de 200 millions de dollars à la lutte contre la pauvreté depuis trois ans⁶³⁸.

Selon la vision proposée dans la stratégie provinciale, il faut d'ici 2020, briser le cycle de la pauvreté en offrant à tous les Néo-Écossais la possibilité de contribuer à la prospérité de la province et de jouir d'un meilleur niveau de vie⁶³⁹. Les quatre grands objectifs de la stratégie étaient les suivants : permettre aux gens de travailler et récompenser le travail; accroître le soutien offert aux gens dans le besoin; accorder la priorité à nos enfants; collaborer et

⁶³⁵ *Ibid.*, p. 40.

⁶³⁶ Ontario, *Loi concernant une stratégie à long terme de réduction de la pauvreté en Ontario*, 6 mai 2009, http://www.e-laws.gov.on.ca/html/source/statutes/french/2009/elaws_src_s09010_f.htm, consulté le 26 octobre 2009.

⁶³⁷ Nouvelle-Écosse, *Preventing Poverty: Promoting Prosperity: Nova Scotia's Poverty Reduction Strategy*, 2009, p. 6, http://gov.ns.ca/coms/specials/poverty/documents/poverty_report_2009.pdf, consulté le 26 octobre 2009.

⁶³⁸ *Ibid.*, p. 3.

⁶³⁹ *Ibid.*, p. 16.

coordonner⁶⁴⁰. Les trois premiers objectifs ont été désignés comme prioritaires pour la première année. L'autre priorité de la première année était d'accroître la capacité du gouvernement à mesurer les progrès et à en faire rapport, l'engagement étant de commencer à rendre compte des résultats de la stratégie en 2010-2011⁶⁴¹.

En ce qui concerne le gouvernement fédéral, la stratégie de la Nouvelle-Écosse a pris acte de l'existence de trois partenariats fédéraux-provinciaux en matière de logement : Entente Canada-Nouvelle-Écosse concernant le logement abordable, Fiducie pour le logement abordable et Fiducie pour le logement hors réserve⁶⁴². Outre les partenariats en matière de logement, la stratégie recensait aussi d'autres partenariats existants : le comité fédéral-provincial de soutien des services sociaux, l'Entente relative au marché du travail entre le Canada et la Nouvelle-Écosse et le Forum tripartite Mi'kmaq-Nouvelle-Écosse-Canada⁶⁴³. Le rapport a fait ressortir l'importance de la participation fédérale : « Nos rapports avec le gouvernement fédéral sont essentiels à la progression durable et à long terme de la lutte contre la pauvreté en Nouvelle-Écosse⁶⁴⁴ ». Toutefois, il demeurait vague quant au soutien supplémentaire attendu ou souhaité.

Manitoba

La stratégie de réduction de la pauvreté du Manitoba, rendue publique en mai 2009, reposait sur quatre piliers : « réduire la pauvreté et promouvoir la prospérité : logement abordable et sûr dans des collectivités attentives aux besoins de leur population; éducation, emploi et soutien du revenu; familles solides et saines; et accessibilité et coordination des services⁶⁴⁵. » Le gouvernement a d'ailleurs promis d'injecter 212 \$ millions de dollars d'argent frais dans la réduction de la pauvreté au cours de 2009-2010⁶⁴⁶.

Le document décrivant cette stratégie précisait que le succès de celle-ci repose en grande partie sur la croissance économique, et a dit ceci à propos du rôle du gouvernement fédéral :

Il faut que le gouvernement fédéral mette l'épaule à la roue en misant sur les investissements effectués récemment, par exemple, dans le cadre de l'Entente relative au marché du travail entre le Canada et le Manitoba. Les travailleurs non assurés, autochtones et peu spécialisés doivent avoir plus facilement accès aux études et à la formation. Nous devons aussi faire équipe avec le gouvernement fédéral afin d'accroître les sommes consacrées à la garde d'enfants, d'intervenir auprès des sans-abri et d'investir davantage dans le logement abordable tant dans les réserves qu'en dehors⁶⁴⁷.

⁶⁴⁰ *Ibid.*, p. 17.

⁶⁴¹ *Ibid.*, p. 36.

⁶⁴² *Ibid.*, p. 25.

⁶⁴³ *Ibid.*, p. 34.

⁶⁴⁴ *Ibid.*

⁶⁴⁵ Manitoba, *ALLAboard: Manitoba's Poverty Reduction Strategy*, 2009, p. 2, http://www.gov.mb.ca/fs/misc/pubs/CSM_All%20Aboard_Report_16.pdf, consulté le 26 octobre 2009. [traduction]

⁶⁴⁶ *Ibid.*, p. 4.

⁶⁴⁷ *Ibid.*, p. 6.

La stratégie a aussi créé un groupe de travail interministériel chargé de rendre compte à un nouveau comité ministériel sur la réduction de la pauvreté, d'assurer un suivi des progrès et d'en faire rapport⁶⁴⁸.

Stratégies locales de réduction de la pauvreté

Bien des collectivités ont des groupes multisectoriels centrés sur des dossiers sociaux urgents, comme la réduction de la pauvreté, mais ceux de Saint John et de Hamilton comptent parmi les cinq de ce type qui ont été financés grâce à l'Initiative des collectivités dynamiques afin d'entreprendre l'élaboration de stratégies communautaires de réduction de la pauvreté. Ces stratégies sont exposées en détail ci-dessous.

Saint John, Nouveau-Brunswick

À Saint John, l'impulsion initiale en faveur d'une stratégie locale de réduction de la pauvreté est venue d'une initiative lancée par le milieu des affaires en 1997, en l'occurrence la Business Community Anti-Poverty Initiative (BCAPI). Décrite comme « une coalition unique de dirigeants communautaires issus du monde des affaires et de milieux professionnels qui travaillent main dans la main avec les gens qui vivent dans la pauvreté, le gouvernement et la collectivité pour s'attaquer aux causes profondes de la pauvreté⁶⁴⁹ », la BAPI a agi comme un catalyseur. En 2000, elle a commandé une étude sur la pauvreté à Saint John et recommandé que ses membres interviennent pour briser le cycle de la pauvreté.

La BAPI a commencé par réunir un groupe élargi de dirigeants communautaires et obtenu des fonds du réseau des Collectivités dynamiques pour son travail de lutte contre la pauvreté. En 2005, Vibrant Communities Saint John (VCSJ) s'est fixé comme objectif triennal d'aider 2 000 personnes (800 ménages) à poursuivre leurs efforts visant à se sortir de la pauvreté⁶⁵⁰ et a largement dépassé cet objectif en aidant au-delà de 3 000 personnes⁶⁵¹. VCSJ s'est aussi fixé un objectif décennal : réduire le taux de pauvreté de la ville pour le ramener de 24 % à la moyenne nationale de 16 % pour 2015⁶⁵².

Les quatre « grands volets » de la stratégie étaient les suivants : investir dans les enfants et les adolescents; assurer l'accès aux études débouchant sur un emploi; favoriser l'offre de logements sûrs et abordables et positionner la stratégie dans les quartiers.

Hamilton, Ontario

En février 2005, grâce à l'initiative de la ville de Hamilton et de la Hamilton Community Foundation, la Hamilton Roundtable for Poverty Reduction a vu le jour. Confrontée à un taux de pauvreté de 20 %, la table ronde s'est donné la mission de jouer un rôle déterminant

⁶⁴⁸ *Ibid.*, p. 8.

⁶⁴⁹ « Vibrant Communities Saint John: Convenor », du site Web du Tamarack Institute for Community Engagement, <http://tamarackcommunity.ca/g2s28.html#povsj>, consulté le 26 octobre 2009. [traduction]

⁶⁵⁰ Saint John Vibrant Communities Leadership Roundtable et BAPI, « People, Practice and Policy: Pathways Out of Poverty: Poverty Reduction Strategy for Saint John », proposition présentée aux Collectivités dynamiques du Canada, juillet 2004, p. 9.

http://tamarackcommunity.ca/downloads/vc/stjohn_plan.pdf, consulté le 26 octobre 2009.

⁶⁵¹ « Vibrant Communities Saint John: Dismantling the Poverty Traps », octobre 2008, p. 2, http://tamarackcommunity.ca/downloads/vc/SJ_Dismantling_Pov_Traps.pdf, consulté le 26 octobre 2009.

⁶⁵² Saint John Vibrant Communities Leadership Table et BAPI, p. 8.

afin de mobiliser les troupes pour faire avancer l'idée d'une initiative locale de réduction de la pauvreté⁶⁵³. Dès le mois d'août, la table ronde avait commandé une étude auprès du Social Planning and Research Council de Hamilton afin de dresser le portrait démographique de la pauvreté à Hamilton⁶⁵⁴.

Désireuse de faire de Hamilton le meilleur endroit où élever un enfant, la table ronde a dégagé les pôles essentiels à cibler au moment d'investir dans les enfants et les adolescents : l'enseignement préscolaire de qualité et l'art d'être un bon parent; l'acquisition de compétences par les études, les activités et les loisirs; l'emploi et le perfectionnement ciblé⁶⁵⁵ au moyen de l'enseignement postsecondaire.

En 2007, la table ronde a été au nombre des interlocuteurs éclairés qui ont réclamé l'adoption d'une stratégie provinciale de réduction de la pauvreté, et en 2009, elle a présenté un mémoire au gouvernement fédéral dans le contexte des consultations prébudgétaires, où elle dit en partie ceci :

Bon nombre des investissements mentionnés exigent de la part de tous les ordres de gouvernement une approche intégrée de mise en œuvre des politiques et des programmes, que le gouvernement du Canada peut mettre de l'avant en exerçant son leadership. Au nombre des approches intégrées réclamées par les collectivités, on trouve, par exemple, une stratégie nationale de réduction de la pauvreté, une stratégie nationale sur le logement, une stratégie nationale sur la garde et l'apprentissage des jeunes enfants et une stratégie nationale pour favoriser l'investissement dans les villes⁶⁵⁶.

Le mémoire renfermait des recommandations assez pointues sur les éléments à inclure dans une stratégie nationale sur le logement, comme les fonds d'aide au logement et les suppléments au loyer, et l'élaboration d'une stratégie globale à long terme pour s'attaquer au problème d'abordabilité et d'accessibilité du logement auquel se heurtent des centaines de milliers de Canadiens à faible revenu⁶⁵⁷.

Stratégies et plans de logement

Stratégies provinciales

Comme il a été noté dans le rapport, plusieurs gouvernements provinciaux ont élaboré des plans et des stratégies pour les guider dans l'affectation des fonds provenant des coffres tant

⁶⁵³ Ville de Hamilton et Hamilton Community Foundation, « Roundtable for poverty reduction takes community approach », communiqué de presse, 13 mai 2005, http://www.hamiltonpoverty.ca/docs/Roundtable%20on%20Poverty_FINAL%20MEDIA%20RELEASE.pdf, consulté le 26 octobre 2009.

⁶⁵⁴ Hamilton Roundtable for Poverty Reduction, « Making Hamilton the Best Place to Raise a Child: Starting Point Strategies », février 2007, p. 3, <http://www.hamiltonpoverty.ca/docs/Starting%20Point%20Strategies.pdf>, consulté le 26 octobre 2009.

⁶⁵⁵ Hamilton Roundtable for Poverty Reduction, « Strategy Map », p. 3, <http://www.hamiltonpoverty.ca/docs/news/reports/Strategic%20Framework.pdf>, consulté le 26 octobre 2009.

⁶⁵⁶ Hamilton Roundtable for Poverty Reduction, « Priority Recommendations: Social Investments and Expanding the Canadian Economy », mémoire sur le budget fédéral de 2009, p. 1, http://www.hamiltonpoverty.ca/docs/news_and_reports/news-releases/Federal-budget-2009-policy-brief.pdf, consulté le 26 octobre 2009. [traduction]

⁶⁵⁷ *Ibid.*, p. 2.

fédéraux que provinciaux. Ces plans et programmes sont résumés brièvement dans les pages qui suivent et présentés selon l'ordre géographique des provinces en commençant par l'ouest.

Colombie-Britannique

En 2004, dans le cadre de la deuxième étape de l'Initiative fédérale-provinciale-territoriale en matière de logement abordable, le gouvernement de la C.-B. a lancé son initiative provinciale de lutte contre l'itinérance. Depuis lors, selon une récente publication du gouvernement de Colombie-Britannique, plus de 4 000 logements ont été attribués sous cette bannière dans l'ensemble de la province⁶⁵⁸.

En octobre 2006, le gouvernement de la Colombie-Britannique a lancé sa stratégie provinciale de logement, intitulée « Housing Matters BC », qui prenait appui sur les programmes existants, mais s'engageait à trouver de nouvelles approches pour répondre aux besoins d'un milieu en pleine évolution⁶⁵⁹.

Ce plan visait aussi les sans-abri, mais un an plus tard, la C.-B. annonçait une nouvelle initiative : « Breaking the Cycle of Homelessness », découlant des deux initiatives précédentes et assortie d'un budget annuel de 41 millions de dollars, pour soutenir les abris d'urgence et mener une campagne de sensibilisation auprès des sans-abri. Cette initiative prévoyait une allocation spéciale pour les Autochtones, des suppléments au loyer et un mécanisme d'approbation rapide des demandes de logement⁶⁶⁰. Il y avait aussi dans l'annonce de départ une subvention forfaitaire à l'immobilisation pour les fournisseurs d'abris⁶⁶¹.

Depuis 2001, un site Web du gouvernement dit que la C.-B. s'est engagée à construire 16 000 nouveaux logements subventionnés⁶⁶². Elle a aussi financé plus de 3 000 logements supervisés, qui sont venus s'ajouter aux 1 300 qui existaient déjà.

Alberta

En février 2007, le gouvernement de l'Alberta a créé un groupe de travail, l'Alberta Affordable Housing Task Force, avec pour mandat d'étudier des solutions à l'itinérance et au manque de logements abordables, notamment des subventions au loyer et à l'achat domiciliaire⁶⁶³. Le groupe a proposé des solutions à court et à long termes, se rapportant plus

⁶⁵⁸ BC Housing, « An overview of BC Housing programs », janvier 2009, p. 1, http://www.bchousing.org/resources/BreakingtheCycle/Overview_fact_sheet.pdf, consulté le 26 octobre 2009.

⁶⁵⁹ Housing Matters BC, « An Update on the Provincial Housing Strategy », 2007, p. 1, http://www.bchousing.org/resources/About%20BC%20Housing/Housing_Matters_BC/Homelessness_brochure_FINAL.pdf, consulté le 26 octobre 2009.

⁶⁶⁰ Colombie-Britannique, « Breaking the Cycle of Homelessness », *Backgrounder*, 12 octobre 2007, http://www2.news.gov.bc.ca/news_releases_2005-2009/2007OTP0154-001292-Attachment1.htm, consulté le 26 octobre 2009.

⁶⁶¹ *Ibid.*

⁶⁶² BC Housing, site de Breaking the Cycle of Homelessness, <http://www.bchousing.org/breakingthecycle>, consulté le 22 mai 2009.

⁶⁶³ Alberta Affordable Housing Task Force, « Housing First: An Investment with a Return in Prosperity », 19 mars 2007, p. 2, http://housing.alberta.ca/documents/Housing_Task_Force_report.pdf, consulté le 26 octobre 2009.

au logement abordable qu'à l'itinérance. Parmi les recommandations à court terme, on proposait d'accroître le financement des refuges d'urgence, de créer l'Alberta Transitional Housing Initiative, d'accroître le capital investi dans la construction de logements abordables, de créer un fonds de prévention de l'expulsion et de bonifier l'allocation-logement des assistés sociaux⁶⁶⁴.

Ce rapport comprenait des recommandations précises au gouvernement fédéral visant d'autres moyens de soutenir le logement abordable⁶⁶⁵ : modifications au traitement de la TPS sur les maisons neuves, et sur les dépenses en immobilisations et les frais d'exploitation des OSBL, extension et accélération de l'amortissement du coût en capital, « augmentation substantielle » du financement, et création d'une stratégie nationale de logement⁶⁶⁶.

La réponse du gouvernement, parue quelques semaines plus tard, signalait des engagements pris lors du budget de 2007 qui répondaient à ces recommandations, notamment un engagement de 285 millions de dollars qui, selon lui, couvrirait toutes les recommandations indiquées plus haut⁶⁶⁷.

Bien que la recommandation de plan décennal de logement abordable n'ait pas vu le jour immédiatement, le gouvernement a annoncé plus tard, cette année-là, son intention de lutter contre l'itinérance par une initiative sur 10 ans⁶⁶⁸. Au début de 2008, le gouvernement créait l'Alberta Secretariat for Action on Homelessness, un organisme gouvernemental ayant pour mandat d'élaborer et de mettre en œuvre un programme provincial.

En octobre 2008, le Secrétariat a publié son programme, demandant que le gouvernement investisse afin de : « reloger rapidement les Albertains sans-abri, les sortir de la rue et des refuges et les installer dans des logements permanents; offrir des services de soutien aux personnes relogées, mettre à leur disposition l'aide dont elles ont besoin pour retrouver la stabilité et conserver leur logement; et prévenir l'itinérance par des mesures d'aide d'urgence et la mise en place de programmes et de services gouvernementaux adéquats et accessibles aux Albertains⁶⁶⁹. »

Le rapport demandait un investissement de 3,316 milliards de dollars sur 10 ans pour sortir 11 000 personnes et familles de la rue, et faisait le parallèle avec les 6,65 milliards de dollars qu'il en coûte pour « gérer » ces personnes et ces familles, ce qui représente une réelle économie pour le contribuable⁶⁷⁰.

⁶⁶⁴ *Ibid.*, p. 18.

⁶⁶⁵ *Ibid.*, p. 23.

⁶⁶⁶ *Ibid.*

⁶⁶⁷ Gouvernement de l'Alberta, « Government responds to task force report with \$285 million in new funding », communiqué de presse, 24 avril 2007, <http://alberta.ca/home/NewsFrame.cfm?ReleasID=/acn/200704/213412425F73C-ADCF-7367-39197E9BB9992B61.html>, consulté le 26 octobre 2009.

⁶⁶⁸ Alberta Secretariat for Action on Homelessness, « A Plan for Alberta: Ending Homelessness in 10 Years », octobre 2008, p. 3, http://www.housing.alberta.ca/documents/PlanForAB_Secretariat_final.pdf, consulté le 26 octobre 2009.

⁶⁶⁹ *Ibid.*, p. 2. [traduction]

⁶⁷⁰ *Ibid.*, p. 9.

Le gouvernement de l'Alberta s'est engagé à mettre ce programme en œuvre et a fait les affectations de ressources financières et les plans d'activités ministériels nécessaires à cette fin.

Saskatchewan

En 2008, la ministre des Services sociaux a créé un groupe de travail sur le logement abordable, avec pour tâche de trouver de nouvelles idées afin que « le logement abordable suive le rythme de notre développement économique actuel⁶⁷¹ » et de faire des recommandations aux trois égards suivants :

- améliorer l'accès au logement et la sécurité de ceux qui peuvent le moins faire face à la hausse du coût des logements;
- donner plus de moyens au système d'habitation afin d'encourager la création de logements abordables;
- voir comment favoriser le suivi à long terme, l'élaboration de politiques et l'offre de logements abordables en Saskatchewan⁶⁷².

Trois mois plus tard, le groupe de travail a publié un rapport comportant 36 recommandations, allant de l'augmentation du revenu des personnes pauvres de la province à l'élimination de la taxe de vente provinciale sur les matériaux utilisés dans la construction de logements abordables. Le groupe invitait aussi le gouvernement fédéral à modifier le traitement fiscal du revenu provenant d'une propriété locative, et à reconduire l'accord quinquennal visant le logement abordable qui doit prendre fin en 2009.

À peine quelques semaines plus tard, le gouvernement répondait aux recommandations marquées « dans l'immédiat » en augmentant les allocations au logement de tous ses programmes de soutien du revenu, en apportant des modifications techniques aux critères de zonage et de seuils de revenu des augmentations de loyer, en augmentant les tarifs quotidiens versés aux refuges d'urgence, et en élargissant la Régie du logement (Saskatchewan Housing Authority)⁶⁷³. Ces changements, et d'autres à moyen terme, figuraient dans les projections de dépenses du budget provincial de 2009-2010, dont l'enveloppe « logement » est passée à plus de 30 millions de dollars (contre 22 millions en 2008-2009)⁶⁷⁴. En outre, le programme du

⁶⁷¹ Donna Harpauer, ministre des Services sociaux, citée dans Gouvernement de la Saskatchewan, « Province announces task force on housing affordability », 18 mars 2008, <http://www.gov.sk.ca/news?newsId=dad16d57-1c11-4119-8734-5d1b0d47ee06>, consulté le 26 octobre 2009. [traduction]

⁶⁷² Saskatchewan Task Force on Housing Affordability, *Affordable Housing: An Investment: Report of the Task Force on Housing Affordability*, juin 2008, p.1, <http://www.gov.sk.ca/adx/asp/adxGetMedia.aspx?mediaId=496&PN=Shared>, consulté le 26 octobre 2009.

⁶⁷³ Gouvernement de la Saskatchewan, « Government responds to Task Force on Housing Affordability », communiqué de presse, 23 juin 2008, <http://www.gov.sk.ca/news?newsId=df89aa58-2090-487a-8d36-f8454295af35>, consulté le 26 octobre 2009.

⁶⁷⁴ Saskatchewan, *Estimates For the Fiscal Year Ending March 31 2010*, p. 134, <http://www.finance.gov.sk.ca/budget2009-10/Budget200910Estimates.pdf>, consulté le 26 octobre 2009.

ministère des Services sociaux, pour le même exercice, comprend l'engagement d'investir davantage afin de grossir le parc de logements abordables en Saskatchewan⁶⁷⁵.

Manitoba

En 2007, le gouvernement du Manitoba a publié sa stratégie « Housing First » qui vise le logement des ménages à faible revenu, et qui repose sur quatre piliers : « l'aménagement de logements abordables pour les Manitobains à faibles revenus; la revitalisation du logement public existant; l'offre de refuges d'urgence et de foyers de transition pour les personnes sans abri, et le prolongement des programmes actuels de rénovation, notamment le PAREL (Programme d'aide à la remise en état des logements)⁶⁷⁶. » Des programmes ont été élaborés pour chacun de ces piliers, allant de la réorganisation de la Régie du logement à des mesures de soutien aux ménages à revenu modeste qui veulent accéder à la propriété, et à l'augmentation du parc de logements d'urgence et de logements locatifs abordables destinés aux personnes à faible revenu.

Selon la stratégie provinciale de réduction de la pauvreté, publiée en mai 2009, le « logement abordable et sûr dans des collectivités attentives aux besoins de leur population » est l'un des quatre piliers sur lesquels elle repose; dans le document qui énonce la stratégie, le gouvernement du Manitoba parle du « plus important investissement jamais consenti en logement social » et promet une « vision à long terme du logement⁶⁷⁷ ».

Ontario

En 2005, le gouvernement de l'Ontario a annoncé son Programme de logement abordable, visant à offrir aux ménages à revenu faible ou modeste diverses possibilités le long d'un continuum : allocation au logement, supplément au loyer, le tout allant jusqu'à des mesures d'accès abordable à la propriété⁶⁷⁸.

Ce programme était en quatre volets : une allocation de logement ou un supplément au loyer pouvant soutenir un ménage pour une période allant jusqu'à cinq ans; un soutien financier à l'aménagement de logements locatifs ou supervisés, visant à réduire les coûts en capital des logements obtenus par la construction neuve, l'acquisition et la conversion, ou par la rénovation du parc existant⁶⁷⁹, et dont les fournisseurs sont tenus de maintenir les loyers à un niveau inférieur à la valeur marchande pendant au moins 20 ans; des mesures de soutien financier visant à favoriser l'accès au logement locatif abordable ou l'accès abordable à la propriété dans le Nord de l'Ontario; et des mesures de soutien visant à aider les locataires à

⁶⁷⁵ Saskatchewan, *Plan for 2009-10: Ministry of Social Services*, p. 2, <http://www.socialservices.gov.sk.ca/adx/asp/adxGetMedia.aspx?DocID=710,107,81,1,Documents&MediaID=647&Filename=MSSplan2009-10.pdf>, consulté le 22 mai 2009.

⁶⁷⁶ Gouvernement du Manitoba, « Province commits \$500,000 to phase two of integrated housing project in Swan River: Doer », communiqué de presse, 25 août 2008, <http://news.gov.mb.ca/news/index.print.html?item=4346>, consulté le 22 mai 2009. [traduction]

⁶⁷⁷ Gouvernement du Manitoba, *ALLAboard: Manitoba's Poverty Reduction Strategy*, mai 2009, p. 2, 4, http://www.gov.mb.ca/fs/misc/pubs/CSM_All%20Aboard_Report_16.pdf, consulté le 22 mai 2009.

⁶⁷⁸ Gouvernement de l'Ontario, *Stratégie de logement abordable de l'Ontario : Nouvelle approche, nouvelles possibilités – Brochure d'information à l'intention des conseillères et conseillers et des responsables municipaux*, août 2006, p. 7, <http://www.mah.gov.on.ca/Page3310.aspx>, consulté le 22 mai 2009.

⁶⁷⁹ *Ibid.*

revenu faible ou modeste à devenir propriétaires, avec des fonds municipaux renouvelables afin de garantir le maintien de l'abordabilité dans l'avenir⁶⁸⁰.

Comme il a été noté, le gouvernement a planifié d'élaborer une stratégie à long terme de logement abordable et devrait présenter en 2009 un nouveau plan décennal d'infrastructure de 60 milliards de dollars qui comprendra probablement de nombreuses initiatives, notamment sur le logement social⁶⁸¹. Des consultations sur une telle stratégie ont été tenues au cours de l'été de 2009.

Bien que l'Ontario et le gouvernement fédéral aient signé en 2008 un protocole d'entente visant le partage d'information en matière d'itinérance⁶⁸², il ne semble y avoir aucune stratégie provinciale sur cette question, ni en place ni en cours d'élaboration.

Québec

La Société d'habitation du Québec (SHQ) a publié son troisième plan stratégique en 2008, qui signale la nécessité pressante de rénover le parc actuel de logements⁶⁸³ et propose trois grands axes d'intervention : l'accès au logement social et communautaire, les mesures de soutien au maintien à domicile, l'amélioration des conditions de logement, et le logement supervisé⁶⁸⁴.

Les programmes provinciaux comprenaient alors le logement à loyer modique (proportionnel au revenu), un programme de supplément au loyer, une allocation-logement administrée par Revenu Québec, le programme AccèsLogis Québec qui offre du soutien financier aux OSBL et aux coopératives d'habitation qui veulent rénover ou construire de nouvelles unités, et le programme Logement abordable Québec, qui soutient la construction de nouveaux logements par une plus grande variété d'organismes⁶⁸⁵.

Le programme AccèsLogis Québec est un programme de cinq ans dont le budget annuel est de 26 millions de dollars, et le Programme d'infrastructure du gouvernement du Québec affectera 96 millions de dollars tous les ans jusqu'en 2013 à la rénovation et à la remise en état des logements existants, dans le cadre du volet Habitations à loyer modique⁶⁸⁶.

⁶⁸⁰ *Ibid.*, p. 8.

⁶⁸¹ Gouvernement de l'Ontario, *Rompre le cycle : Stratégie de réduction de la pauvreté de l'Ontario*, décembre 2008, p. 23, http://www.growingstronger.ca/french/pdf/Ontario's_Poverty_Report_FR.pdf, consulté le 22 août 2009.

⁶⁸² Gouvernement de l'Ontario, « Les ministres fédéral et provincial collaboreront pour lutter contre l'itinérance en Ontario », *Salle de presse*, 2 avril 2008, consulté le 22 mai 2009.

⁶⁸³ Société d'habitation du Québec, *Plan Stratégique : 2008-2011*, 2008, p. 10, <http://www.habitation.gouv.qc.ca/publications/M20047.pdf>, consulté le 22 mai 2009.

⁶⁸⁴ *Ibid.*, p. 28.

⁶⁸⁵ Ministère québécois de la Famille et des Aînés, *Guide des programmes et services gouvernementaux : l'aide au logement*, http://www.mfa.gouv.qc.ca/services-en-ligne/guide-programmes-services/fiches/_9_1.asp?lang=fr&chapitre=9&fiche=1, consulté le 22 mai 2009.

⁶⁸⁶ « New Housing Program Unveiled », *The Gazette*, 10 octobre 2008, <http://www.mtlurb.com/forums/showthread.php?p=38056>, consulté le 22 mai 2009.

Ces mesures sont conformes aux engagements relatifs au logement pris par le gouvernement dans sa stratégie de lutte contre la pauvreté⁶⁸⁷.

Terre-Neuve-et-Labrador

Dans un plan de logement social mis en œuvre en septembre 2009, le gouvernement de Terre-Neuve-et-Labrador a indiqué une série d'interventions stratégiques :

- préserver les logements possédés dans le secteur privé en contribuant au coût des réparations essentielles;
- fournir des logements locatifs à prix abordable grâce à des programmes à exécution directe et à des partenariats avec les secteurs sans but lucratif et privé;
- promouvoir la construction d'un plus grand nombre de maisons neuves abordables;
- soutenir les modifications apportées aux domiciles de manière à répondre aux besoins des personnes âgées et des personnes handicapées sur le plan de l'accessibilité;
- promouvoir la rénovation des maisons de propriétaires à faible revenu afin de rehausser l'économie d'énergie et l'efficacité énergétique;
- préserver les habitations dont s'occupe la Société d'habitation de Terre-Neuve-et-Labrador afin de répondre aux besoins actuels et futurs et d'améliorer l'efficacité énergétique globale durant les travaux de rénovation;
- collaborer avec les partenaires gouvernementaux et communautaires à l'élaboration d'un éventail d'options en matière d'habitation qui visent à prévenir l'itinérance en intégrant les services de logement et d'autres services pour promouvoir la stabilité en logement⁶⁸⁸.

Bien que le plan se concentre sur le dossier du logement social, son élaboration reposait entre autres sur de vastes consultations auprès des intervenants, et leurs commentaires s'articulent autour de quatre thèmes : le renouvellement de la politique et des programmes sociaux et du parc existant de logements; le rôle du marché locatif privé; les besoins particuliers de sous-groupes de la population en matière de logement; la nécessité d'offrir des logements supervisés⁶⁸⁹, tous des thèmes communs aux villes et aux provinces du Canada. De même, les défis qui se posent : changements démographiques, vieillissement du parc de logements, pressions dans le marché locatif privé et besoin accru de services de soutien intégrés au logement⁶⁹⁰ – sont, là encore, communs à la plupart des fournisseurs de logements sociaux dans les différentes provinces.

⁶⁸⁷ Collin, *Stratégies de réduction de la pauvreté au Québec et à Terre-Neuve et Labrador*, 2007, p. 5.

⁶⁸⁸ Société d'habitation de Terre-Neuve-et-Labrador, *A Social Housing Plan for Newfoundland Labrador: Secure Foundations*, 2009, p. 18, <http://www.nlhc.nf.ca/SocialHsingPlan/report.pdf>, consulté le 18 septembre 2009.

⁶⁸⁹ *Ibid.*, p.2.

⁶⁹⁰ *Ibid.*, p. 3 à 5.

Le plan fait état de la diminution des fonds de fonctionnement fédéraux au fil du temps et signale qu'il s'agit d'un problème relevé par tous les gouvernements provinciaux : « les provinces et les territoires attendent toujours un engagement financier à long terme de la part du gouvernement fédéral⁶⁹¹ ». Tout au long du rapport, il est question de la collaboration et des fonds nécessaires de la part du gouvernement fédéral, notamment en ce qui concerne les besoins en logement des Autochtones.

Stratégies locales de logement

S'il est vrai que le logement est une responsabilité provinciale, l'adoption d'une loi fédérale sur le logement ainsi que le financement connexe qui a été alloué au cours des décennies ont renforcé la participation du gouvernement fédéral dans le secteur de la fourniture de logements abordables à l'échelle du Canada. La responsabilité des logements sociaux appartenant à l'État et exploités par l'État a été dévolue aux gouvernements provinciaux. Cette responsabilité comprenait un engagement permanent des provinces de subventionner les coûts de fonctionnement au cours de la durée de vie des hypothèques. Parallèlement, l'investissement direct du gouvernement fédéral dans le logement social a été interrompu pendant 10 ans, recommençant en 2005–2006 lorsque des ententes de fiducie pour le logement et des accords bilatéraux sur le logement abordable avec les gouvernements provinciaux et territoriaux ont été conclus. Le gouvernement fédéral a été appelé à jouer un plus grand rôle lors du dépôt du budget de 2009, s'engageant à financer les travaux de remise en état des logements sociaux existants ainsi que la construction de nouveaux logements pour les personnes âgées et les personnes handicapées.

Selon la Constitution, le logement est un domaine de compétence qui relève des gouvernements provinciaux et ces derniers ont soit refilé cette responsabilité aux administrations locales, soit permis aux villes de jouer un plus grand rôle, ou les deux. Au Canada, les villes fournissent directement des logements et subventionnent la construction et/ou la propriété au moyen d'une ou de plusieurs stratégies locales, p. ex. dépenses directes, tarifs inférieurs à la valeur marchande pour les terrains, changements de zonage et suppléments de loyer.

Au cours des 10 dernières années, un certain nombre de villes ont entrepris des recherches et incité les citoyens, les organismes bénévoles et les entreprises à élaborer des stratégies locales sur la façon de répondre aux besoins en matière de logement abordable ou de réduire ou d'éliminer l'itinérance, et parfois les deux. La Fédération canadienne des municipalités (FCM), dans le cadre de ses propositions visant la mise en place d'une stratégie nationale sur le logement, a indiqué que le financement octroyé aux municipalités dépendrait de la création d'une stratégie de logement locale⁶⁹².

Il convient de noter que bon nombre de villes ont adopté de multiples stratégies, axées sur le logement ou l'itinérance ou les deux. Aux fins du présent rapport, l'activité d'une ville est

⁶⁹¹ *Ibid.*, p. 15. [traduction]

⁶⁹² Fédération canadienne des municipalités, *Toward a National Housing Strategy for Canada: Working Paper*, 2000, http://action.web.ca/home/housing/resources.shtml?x=67139&AA_EX_Session=292486894e02c760ab7c35b307566c18, consulté le 24 avril 2009.

décrite dans la section sur le logement ou celle sur l'itinérance selon la prédominance apparente de l'un de ces sujets dans le ou les plans de cette ville.

Montréal

Un des premiers objectifs établis dans le Plan d'urbanisme de la Ville de Montréal est de favoriser la construction de « 60 000 à 75 000 logements entre 2004 et 2014 » et d'offrir des milieux de vie de qualité⁶⁹³. La stratégie en matière d'habitation de la Ville, contenue dans le Plan d'urbanisme, établissait trois objectifs : « assurer une offre résidentielle équilibrée; améliorer l'habitat et le cadre de vie; et soutenir le développement résidentiel⁶⁹⁴ ».

L'objectif de l'offre résidentielle équilibrée mettait l'accent sur l'accessibilité et les mesures nécessaires pour l'atteindre. Le plan la décrivait comme suit :

L'accès au marché locatif posait des difficultés pour certains types de ménages, dont ceux à faible revenu, les nouveaux arrivants et les familles nombreuses. De plus, le niveau des prix et l'évolution de l'offre immobilière ont entraîné un accès de plus en plus difficile à la propriété pour les ménages à revenu modeste. En réponse à ces enjeux, la Ville a déployé une approche en matière de logement abordable qui comprend des programmes de subventions, des mesures d'aide à l'accession à la propriété de même que des mesures incitatives et réglementaires visant à assurer une diversité sociale dans les grands projets⁶⁹⁵.

Il importe de souligner que bien que le document fasse référence au besoin d'établir des partenariats, aucun organisme fédéral ne figure dans la liste des partenaires exigés pour atteindre ces objectifs.

Les mesures particulières auxquelles on fait référence prenaient la forme d'une stratégie d'inclusion de logements abordables, d'un soutien financier pour la construction de logements sociaux communautaires abordables et d'un programme offrant une aide financière aux acheteurs d'une première maison⁶⁹⁶.

La Stratégie d'inclusion de logements abordables établissait les cibles suivantes : que 15 % des nouvelles unités d'habitation construites soient des logements abordables et qu'une autre proportion de 15 % soit construite par les secteurs social et communautaire⁶⁹⁷. La stratégie comprend sept grandes composantes :

⁶⁹³ Ville de Montréal, *Synthèse des orientations et des objectifs*, Plan d'urbanisme de Montréal, novembre 2004,

http://ville.montreal.qc.ca/pls/portal/docs/page/plan_urbanisme_fr/media/documents/041123_orientations.pdf, consulté le 5 mai 2009.

⁶⁹⁴ Ville de Montréal, *Plan d'urbanisme*, janvier 2005, p. 12,

http://ville.montreal.qc.ca/pls/portal/docs/page/plan_urbanisme_fr/media/documents/061030_2_1.pdf, consulté le 5 mai 2009.

⁶⁹⁵ *Ibid.*

⁶⁹⁶ Ville de Montréal, *Stratégie municipale en habitation*,

http://ville.montreal.qc.ca/portal/page?_pageid=4977,15933590&_dad=portal&_schema=PORTAL, consulté le 5 mai 2009.

⁶⁹⁷ Ville de Montréal, *Inclusion de logements abordables dans les nouveaux projets résidentiels*,

http://ville.montreal.qc.ca/portal/page?_pageid=4977,15917571&_dad=portal&_schema=PORTAL, consulté le 5 mai 2009.

- optimiser les programmes de subvention en habitation;
- mettre à contribution les terrains municipaux;
- susciter l'adhésion des grands propriétaires fonciers publics;
- exploiter le plein potentiel des outils de réglementation et de planification;
- adapter la prestation de service de la Ville;
- poursuivre les activités de recherche, de développement et de communication;
- assurer le suivi de la Stratégie⁶⁹⁸.

Bien que le rapport reconnaisse la contribution du gouvernement fédéral aux programmes essentiels pour mettre en œuvre ce rapport, aucune mesure particulière ni exigence de financement n'a été demandée au gouvernement fédéral.

Dans un rapport faisant état des progrès réalisés dans le cadre de cette stratégie, les employés de la Ville ont indiqué, lors d'une conférence de l'Association canadienne d'habitation et de rénovation urbaine, que des progrès importants avaient été accomplis au cours des deux premières années de la stratégie, y compris le fait que plus de 2 000 logements sociaux et communautaires et qu'environ 40 % des nouveaux logements construits étaient « abordables⁶⁹⁹ ».

La Ville de Montréal a également adopté une stratégie de quatre ans pour subventionner la construction de 5 000 logements abordables et la réalisation de 10 000 interventions touchant le parc résidentiel privé⁷⁰⁰. Des fonds étaient prévus de tous les ordres de gouvernement⁷⁰¹, bien que le gouvernement fédéral n'ait pas été désigné comme étant un « partenaire » du programme⁷⁰².

Enfin, un programme Habitations urbaines pour familles a été créé. Ce programme représente « un des engagements importants de l'administration municipale à l'égard de la politique familiale "Grandir à Montréal" et du plan d'action famille 2008-2012 ». Dans le cadre ce programme, un appel de propositions a été effectué auprès des promoteurs afin de créer des projets dont la conception et l'aménagement seraient plus axés sur les familles, et

⁶⁹⁸ Ville de Montréal, *Stratégie d'inclusion de logements abordables dans les nouveaux projets résidentiels*, 2006, p. 14, <http://www2.ville.montreal.qc.ca/ocpm/pdf/P39/5a.pdf>, consulté le 5 mai 2009.

⁶⁹⁹ Ville de Montréal, « Montréal's inclusionary housing strategy: A progress report », présentation lors de la conférence de l'Association canadienne d'habitation et de rénovation urbaine, avril 2008, diapositive 5, http://ville.montreal.qc.ca/pls/portal/docs/page/habiter_v2_fr/media/documents/presentation_achru_vancouver_2008.pdf, consulté le 5 mai 2009.

⁷⁰⁰ Ville de Montréal, *Opération 15 000 logements*, http://ville.montreal.qc.ca/portal/page?_pageid=4977,15443607&_dad=portal&_schema=PORTAL, consulté le 5 mai 2009.

⁷⁰¹ *Ibid.*

⁷⁰² Ville de Montréal, *Opération 15 000 logements : Partenaires*, http://ville.montreal.qc.ca/portal/page?_pageid=4977,15483590&_dad=portal&_schema=PORTAL, consulté le 5 mai 2009.

qui seraient situés près de points de services destinés aux familles. Le site Web de la Ville ne comportait pas de renseignements sur les propositions retenues au moment d'écrire ces lignes.

Edmonton

Edmonton a commencé à s'intéresser aux questions du logement et de l'itinérance à l'échelle locale en 1999, lorsque son premier groupe de travail sur l'itinérance a publié un rapport. Le premier groupe de travail sur le logement a vu le jour quatre ans plus tard⁷⁰³. Des progrès sur ces deux fronts ayant été signalés au Conseil, l'intérêt continu envers ces questions a donné lieu à la présentation de trois plans pertinents plus récents au Comité.

D'ici 2000, pour que la Ville soit admissible au financement dans le cadre de l'Initiative nationale pour les sans-abri, le Edmonton Joint Planning Committee on Housing (comité mixte de planification sur le logement d'Edmonton) a été formé et a établi un plan communautaire appuyé par le personnel de la Ville pour la période 2000–2003⁷⁰⁴. Ce rapport demandait que des fonds importants, totalisant près de 50 millions de dollars⁷⁰⁵, soient alloués pour répondre aux besoins de logements d'urgence, de logements de transition et de logements supervisés (qui font tous partie de l'« éventail des services de logement » proposés dans le cadre de l'initiative fédérale). De cette somme, environ 12 millions de dollars devaient provenir des sources fédérales⁷⁰⁶.

Bien qu'aucune recommandation particulière n'ait été destinée au gouvernement fédéral, l'attribution d'une responsabilité non financière pour divers éléments du plan comprenait des ministères et organismes fédéraux, soit Développement des ressources humaines Canada, la SCHL, le ministère des Affaires indiennes et du Nord canadien et le Service correctionnel du Canada.

Un an plus tard, la Ville d'Edmonton élaborait sa propre stratégie de logement pour les personnes à faible revenu et ayant des besoins spéciaux pour la période 2001–2011 (« Low-Income and Special Needs Housing Strategy, 2001-2011 »), en se fondant sur cinq principes, c'est-à-dire l'accès au logement, la coordination municipale, la consultation auprès des intervenants, l'exécution de programmes et la responsabilité de financement partagée. En particulier, le rapport demandait que les fonds des gouvernements fédéral et provincial « fournissent suffisamment d'unités d'habitation en bon état et à coût abordable aux ménages à faible revenu [et] un revenu adéquat pour les ménages ainsi que les services de soutien nécessaire⁷⁰⁷ ». En élaborant ses stratégies, notamment en ce qui a trait à l'accès accru à des logements décents et abordables, le rapport soulignait de nouveau l'importance de la

⁷⁰³ Ville d'Edmonton, Community Services Department, *Affordable Housing Update*, 14 décembre 2004, p. 2, <http://webdocs.edmonton.ca/OcctopusDocs/Public/Complete/REPORTS/CC/Elected-1995/2005-07-05/2005CLR002att2.doc>, consulté le 5 mai 2009.

⁷⁰⁴ Edmonton Joint Planning Committee on Housing, *Edmonton Community Plan on Homelessness, 2002-2003*, novembre 2000.

⁷⁰⁵ *Ibid.*, p. 72.

⁷⁰⁶ *Ibid.*, p. 41.

⁷⁰⁷ Ville d'Edmonton, *Building Together: The City of Edmonton Low-Income and Special Needs Housing Strategy 2001 – 2001 – Principles and Strategy Statements, 2002*, p. 3, <http://www.edmonton.ca/CommPeople/BuildingTogether.pdf>, consulté le 5 mai 2009. [traduction]

participation des gouvernements fédéral et provincial « aux lois, aux politiques et au financement afin de répondre aux besoins cernés en matière de logement et d'itinérance⁷⁰⁸ ».

L'année suivante, un groupe de travail sur le logement abordable (Task Force on Affordable Housing), présidé par le maire, publiait son rapport circonstanciel, qui mettait l'accent sur les options destinées à stimuler la construction de nouveaux logements locatifs à tout niveau de location ainsi que sur les mesures visant à encourager l'augmentation de l'offre de logements locatifs à prix abordable⁷⁰⁹. Rédigé dans le cadre des ententes bilatérales fédérales-provinciales sur le logement qui faisaient partie de l'initiative de partenariat en matière de logement abordable, le rapport indiquait que la mise en œuvre de ses recommandations à court terme dépendrait de ce financement. Le rapport révélait également que les frais pour la construction de logements locatifs constituaient un obstacle important à l'offre de logements locatifs à prix abordable, dont la moitié servaient à payer la TPS fédérale et les droits d'assurance hypothécaire imposés par la Société canadienne d'hypothèques et de logement⁷¹⁰.

En particulier, le rapport approuvait et réitérait les recommandations présentées au gouvernement fédéral par un groupe de travail de l'Ontario, qui lui demandait de modifier les politiques et programmes touchant la taxe sur les produits et services (TPS) et le traitement des gains en capital⁷¹¹.

En 2005, l'Edmonton Joint Planning Committee on Housing (comité mixte de planification sur le logement d'Edmonton), qui a élaboré la première stratégie sur l'itinérance, publiait un rapport destiné à lutter contre l'itinérance et à répondre aux besoins en matière de services de logement et de services de soutien à Edmonton jusqu'en 2009. Le rapport présentait des recherches détaillées sur les besoins actuels et prévus liés à ces trois secteurs et établissait les priorités des écarts cernés : répondre aux besoins en matière de logement à court terme puis à long terme, et mettre en place des programmes de prévention⁷¹².

Outre les initiatives des gouvernements fédéral et provincial en matière de logement mises sur pied à cette époque, le rapport demandait des fonds auprès de la Stratégie pour les Autochtones vivant en milieu urbain, du Programme des Autochtones sans abri en milieu urbain et d'autres éléments de l'Initiative nationale pour les sans-abri⁷¹³.

En 2005, le conseil municipal d'Edmonton a élaboré le plan intitulé « Cornerstones: Edmonton's Plan for Affordable Housing, 2006 – 2011 », qui demandait la collaboration entre tous les ordres de gouvernement et d'autres partenaires communautaires en vue d'accroître le revenu et les mesures de soutien des personnes ayant besoin d'un abri de

⁷⁰⁸ *Ibid.*, p. 4. [traduction]

⁷⁰⁹ Edmonton Task Force on Affordable Housing, *Improving Opportunities for Affordable Housing in Edmonton*, Ville d'Edmonton, février 2003, p. ii, http://www.edmonton.ca/for_residents/CommPeople/ETFAHBackground.pdf, consulté le 5 mai 2009.

⁷¹⁰ *Ibid.*, p. 7.

⁷¹¹ *Ibid.*, p. 9.

⁷¹² Edmonton Joint Planning Committee on Housing, *Community Plan: Edmonton Community Plan on Housing and Support Services: 2005-2009*, janvier 2005, p. 19, [http://intraspec.ca/Edmonton_CommunityPlan\(web\).pdf](http://intraspec.ca/Edmonton_CommunityPlan(web).pdf), consulté le 5 mai 2009.

⁷¹³ *Ibid.*, p. 31.

secours et d'un logement de transition et de construire 2 500 nouveaux logements à long terme⁷¹⁴. La Ville s'est engagée à jouer un rôle de défenseur d'intérêts particuliers auprès des gouvernements fédéral et provincial aux fins de revenu et de mesures de soutien et était appelée à assumer un rôle plus actif pour répondre aux objectifs fixés en matière de logement⁷¹⁵.

Pour mettre en œuvre ce plan, la Ville a établi un certain nombre de programmes de subventions, chacun ayant un objectif défini : construction de logements abordables à long terme; achat du stock existant de logements abordables; réduction de la taxe municipale pour compenser certains des coûts associés à la construction de logements abordables; construction de logements secondaires; ou mise à l'essai des programmes de supplément de loyer⁷¹⁶.

En janvier 2009, l'Edmonton Committee to End Homelessness publiait son plan décennal pour éliminer l'itinérance à Edmonton. Le Comité était composé de membres du personnel de la Ville, ainsi que de dirigeants communautaires et de chefs d'entreprise, d'organismes locaux, de conseillers municipaux, de fonctionnaires provinciaux et de groupes confessionnels⁷¹⁷. Le Comité comprenait également des fonctionnaires fédéraux⁷¹⁸.

Ses cinq objectifs étaient de fournir des options de logement permanent aux sans-abri; de veiller à offrir le nombre approprié de logements abordables; de fournir des refuges provisoires; de prévenir l'itinérance; et d'établir un processus de gouvernance et de mise en œuvre pour le plan⁷¹⁹. Comme pour les plans précédents, ce plan demandait des engagements au chapitre des politiques et du financement de la part des gouvernements fédéral et provincial pour permettre d'atteindre les objectifs à court et à plus long termes⁷²⁰. Le plan ne comportait aucune autre exigence ou recommandation particulière pour le gouvernement fédéral.

Stratégies de lutte contre l'itinérance

L'investissement de fonds fédéraux dans la lutte contre l'itinérance exigeait l'élaboration de plans locaux en la matière. La présente section donne plus de précisions sur certains de ces plans qui ont largement dépassé les exigences minimales du programme.

⁷¹⁴ Ville d'Edmonton, *Cornerstones: Edmonton's Plan for Affordable Housing, 2006 – 2011*, approuvé par le Conseil le 19 juillet 2005, p. 1, document fourni par le bureau du directeur municipal d'Edmonton, le 5 mai 2009.

⁷¹⁵ *Ibid.*, p. 4.

⁷¹⁶ Ville d'Edmonton, *Cornerstones*, http://www.edmonton.ca/for_residents/emergency_services/cornerstones.aspx, consulté le 5 mai 2009.

⁷¹⁷ Edmonton Committee to End Homelessness, *A Place to Call Home: Edmonton's 10-Year Plan to End Homelessness*, janvier 2009, p. 4-5, http://www.endedmontonhomelessness.com/docs/report_NoSpreads_ForWebDownload_jan26-2009.pdf, consulté le 5 mai 2009.

⁷¹⁸ *Ibid.*, p. 66–67.

⁷¹⁹ *Ibid.*, p. 9.

⁷²⁰ *Ibid.*, p. 47.

Calgary

À Calgary, par exemple, un comité multisectoriel communautaire visant à mettre fin à l'itinérance a dévoilé son plan décennal pour atteindre cet objectif, et mis en place une fondation chargée de sa mise en œuvre⁷²¹.

Le plan s'inspire d'idées et de programmes qui ont été mis à l'essai sur le terrain, qui sont fondés sur des preuves et qui sont intégrés dans des plans décennaux semblables à ceux mis sur pied dans des villes américaines comme New York, Portland et Denver. Grâce au soutien précoce et solide de la Ville de Calgary⁷²², le plan a respecté le modèle « priorité au logement » en créant de nouvelles « possibilités de logement abordable » et en veillant à la mise en place des mesures de soutien nécessaires⁷²³.

La vision du plan a été définie comme suit par le Calgary Committee to End Homelessness :

[D']ici 2018, tous les sans-abri de Calgary auront accès à un logement sûr, décent et abordable ainsi qu'aux ressources et mesures de soutien nécessaires pour leur permettre d'y habiter de façon continue. Notre but est d'offrir un plan qui permettra non seulement de mettre fin à l'itinérance, mais de le faire aussi économiquement que possible⁷²⁴.

Le plan s'est fixé comme cible de créer 11 000 logements abordables d'ici 10 ans. Les principaux objectifs du plan sont les suivants :

- éliminer l'itinérance des familles d'ici deux ans;
- retirer 50 % des lits d'hébergement d'urgence de Calgary d'ici cinq ans;
- viser une réduction de 85 % de la population de sans-abri chroniques d'ici cinq ans;
- éliminer complètement l'itinérance chronique d'ici sept ans;
- réduire le séjour moyen maximal passé dans les refuges d'urgence à moins de sept jours d'ici la fin de 2018⁷²⁵.

Ses mécanismes comprennent la construction de nouveaux logements abordables, qui inclut la création de logements secondaires et de logements pour étudiants⁷²⁶.

⁷²¹ Calgary Committee to End Homelessness, *Calgary's 10 Year Plan to End Homelessness*, janvier 2008, <http://www.calgaryhomeless.com/files/pdf/Calgary's%2010%20Year%20Plan.pdf>, consulté le 27 avril 2009.

⁷²² *Homelessness: From Prevention to Cure - A 10-Year Plan to End Homelessness in Calgary*, site Web de la Ville de Calgary, http://www.calgary.ca/portal/server.pt/gateway/PTARGS_0_2_428245_0_0_18/Homelessness+From+Prevention+to+Cure+.htm, consulté le 4 mai 2009.

⁷²³ Calgary Committee to End Homelessness, *Calgary's 10 Year Plan to End Homelessness*, p. 7.

⁷²⁴ *Ibid.*, p. 5.

⁷²⁵ *Ibid.*

⁷²⁶ *The City of Calgary 2008 Annual Report*, 31 décembre 2008,

http://www.calgary.ca/docgallery/bu/finance/reports/2008/annual_report_2008.pdf, consulté le 1^{er} mai 2009.

D'après le taux de croissance actuel de la population de sans-abri, le Comité a estimé le coût total lié à la « gestion » de l'itinérance à 9 millions de dollars au cours de la prochaine décennie. Au moyen d'investissements à un stade précoce et aux économies directes et indirectes, le plan devrait permettre d'atteindre des économies cumulatives de 3,6 millions de dollars d'ici la fin de la période de dix ans⁷²⁷.

Le rapport contenait des recommandations particulières en matière de politique publique au gouvernement fédéral. Il signalait notamment la nécessité d'obtenir des engagements financiers à plus long terme et des incitatifs fiscaux pour encourager la construction de logements locatifs. La Calgary Homeless Foundation prévoyait travailler avec des spécialistes locaux, la Ville de Calgary et le gouvernement de l'Alberta pour élaborer des recommandations particulières concernant ces idées de politique fiscale.

En janvier 2009, la Calgary Homelessness Foundation a communiqué les progrès réalisés jusqu'à présent, soulignant qu'« environ 1 100 logements abordables possibles se trouvant à divers stades de développement avaient été ciblés à la fin du troisième trimestre⁷²⁸ ».

La Ville de Calgary elle-même, dans le cadre d'une stratégie visant à lutter contre l'itinérance approuvée par le conseil quatre ans plus tôt, a rendu les trois gouvernements responsables de l'itinérance, et décidé d'axer ses efforts sur la prévention⁷²⁹.

Vancouver

Vancouver est régie par la Ville de Vancouver et le district régional du Grand Vancouver, qui ont tous deux participé à l'élaboration de stratégies locales. La Ville de Vancouver a élaboré des stratégies sur l'itinérance en 2005 et le district régional du Grand Vancouver a élaboré des stratégies sur le même sujet en 2001 (mises à jour en 2003) ainsi que sur le logement abordable en 2007.

Par ordre chronologique, le Regional Homelessness Plan for Greater Vancouver (plan régional de lutte contre l'itinérance pour la région de Vancouver), fruit d'un comité multisectoriel composé d'intervenants du gouvernement, d'organismes communautaires et d'organismes de service, a été élaboré dans le cadre de l'Initiative nationale pour les sans-abri du gouvernement fédéral et, en particulier, de l'Initiative de partenariats en action communautaire (IPAC)⁷³⁰. Conformément aux cadres établis de l'IPAC à cette époque-là, le plan mettait l'accent sur l'ensemble complet de mesures de soutien offertes aux sans-abri vivant dans les rues, allant des logements d'urgence aux logements de transition, en passant

⁷²⁷ Calgary Committee to End Homelessness.

⁷²⁸ Calgary Homelessness Foundation, « Third quarter 2008 ends with more achievements on ending homelessness », communiqué du 29 janvier 2009, p. 7,

http://www.calgaryhomeless.com/files/pdf/NR_QR3_Jan%2029%2009%20FINAL.pdf, consulté le 27 avril 2009. [traduction]

⁷²⁹ Ville de Calgary, *Homelessness Strategy (Policy)*, 1^{er} septembre 2004,

http://www.calgary.ca/docgallery/bu/cns/homelessness/cc_homelessness_strategy-04.pdf, consulté le 4 mai 2009.

⁷³⁰ Social Planning and Research Council (SPARC) of British Columbia, *3 Ways Home: Regional Homelessness Plan for Greater Vancouver – Update: 2003*, p. 4, <http://ir.lib.sfu.ca/retrieve/3616/Chodarr0263.pdf>, consulté le 4 mai 2009.

par les logements supervisés et les logements autonomes⁷³¹. Le plan était basé sur trois éléments clés : logement abordable, revenu adéquat et services de soutien⁷³².

La mise à jour de 2003 du plan régional faisait état de progrès considérables :

Au cours des trois dernières années, 76 projets, au total, ont obtenu des fonds par l'entremise des processus de l'IPAC. La majorité des projets ont établi des partenariats avec d'autres bailleurs de fonds, de sorte que le montant total du financement de l'IPAC avait presque doublé à la fin des trois premières années. Au total, une somme de plus de 30 millions de dollars du financement de l'IPAC a été versée par l'intermédiaire des processus régionaux de planification relative à l'itinérance chez les Autochtones et chez les jeunes. Des fonds supplémentaires de 22 millions de dollars ont été fournis par d'autres bailleurs de fonds, y compris le gouvernement provincial, les administrations municipales, les autorités en matière de santé, la Société canadienne d'hypothèques et de logement, les fondations privées et d'autres organismes⁷³³.

Ses objectifs spécifiques demeurent les mêmes : amélioration de l'éventail des services de logement et de soutien; création et maintien d'un ensemble de services de logement; promotion d'un revenu adéquat pour les ménages; promotion de la prestation de services de soutien; et soutien aux sous-régions de la région de Vancouver pour répondre aux besoins locaux⁷³⁴. L'analyse contenue dans le rapport déterminait des écarts dans certaines sous-populations ainsi que dans des sous-régions, y compris la Ville de Vancouver.

À la suite d'un recensement des sans-abri effectué en 2005, le conseil municipal de Vancouver a demandé au personnel d'élaborer un plan d'action pour mettre fin à l'itinérance, de « déterminer les mesures que la Ville, d'autres ordres de gouvernement, la communauté et le monde des affaires pourraient prendre pour mettre fin à l'itinérance⁷³⁵ ». En avril de la même année, le conseil municipal adoptait un plan destiné à trouver un toit aux personnes qui sont sans abri et à réduire le nombre de personnes qui risquent de le devenir.

Le plan cernait les trois mêmes composantes que celles signalées dans le plan régional : revenu, logement et services de soutien. En particulier, une priorité clé a été désignée pour chacune de ces composantes :

- sa priorité en matière de revenu visait à réduire les obstacles auxquels sont confrontés les sans-abri pour obtenir de l'aide sociale;
- sa priorité en matière de logement visait à créer 3 200 logements subventionnés;

⁷³¹ *Ibid.*, p. 16–17.

⁷³² *Ibid.*, p. 15.

⁷³³ *Ibid.*, p. 8.

⁷³⁴ *Ibid.*, p. 18.

⁷³⁵ Michelle Patterson et Julian Somers, *Housing and Support for Adults with Severe Addictions and/or Mental Illness in British Columbia*, Centre for Applied Research in Mental Health & Addiction, octobre 2007, p. 28, http://www.health.gov.bc.ca/library/publications/year/2007/Housing_Support_for_MHA_Adults.pdf, consulté le 4 mai 2009.

- sa priorité en matière de services de soutien visait à augmenter les services de toxicomanie et de santé mentale⁷³⁶.

Les 86 recommandations du plan découlant de ces priorités, si celui-ci était mis en œuvre, devaient être en mesure « d'éliminer l'itinérance d'ici dix ans⁷³⁷ ».

En novembre 2007, le district régional du Grand Vancouver approuvait sa stratégie de logement abordable, qui établissait des « défis cruciaux en matière de logement » : demande de logements locatifs et de logements de propriétaires-occupants abordables; faibles taux d'inoccupation; faibles niveaux d'offre de nouveaux logements locatifs; perte de logements locatifs existants; augmentation des écarts socioéconomiques entre les locataires et les propriétaires; et « augmentation de la fréquence et de la durée de l'itinérance dans l'ensemble de la région⁷³⁸ ».

Ses objectifs étaient les suivants : « accroître l'offre et la diversité de logements à coût abordable; [...] éliminer l'itinérance dans l'ensemble de la région; [...] et] répondre aux besoins des locataires à faible revenu⁷³⁹ ». Chaque objectif était apparié à des stratégies et à des objectifs particuliers devant comprendre des applications spécifiques des mesures fiscales, des mesures réglementaires, des activités d'éducation et de défense des droits et la prestation de services directs. Enfin, des mesures devant être prises par le district régional du Grand Vancouver, les municipalités dans la région, le gouvernement provincial et le gouvernement fédéral étaient répertoriées sous chaque objectif. Ces mesures sont indiquées ci-dessous, dans le cadre de leurs objectifs connexes.

En ce qui a trait à l'augmentation de l'offre et de la diversité des « logements à coût abordable », les recommandations faites au gouvernement fédéral visaient à répondre à la demande de la FCM de mettre en œuvre une stratégie nationale pour le logement abordable et, lorsque possible et approprié dans le contexte de planification locale, de permettre de construire des logements abordables sur les terrains appartenant au gouvernement fédéral⁷⁴⁰.

En ce qui concerne l'objectif d'éliminer l'itinérance dans l'ensemble de la région, le rapport demandait au gouvernement fédéral d'offrir un soutien financier accru pour régler le problème de l'itinérance⁷⁴¹.

En décembre 2008, la Ville de Vancouver a mis sur pied une Homeless Emergency Action Team (HEAT) (équipe d'intervention d'urgence visant à lutter contre l'itinérance), présidée par le maire. L'équipe avait 90 jours pour « déterminer des mesures immédiates que la Ville et ses partenaires pourraient prendre pour trouver un refuge sûr et sécuritaire aux sans-abri

⁷³⁶ City of Vancouver Housing Centre, *Homelessness Action Plan*, Ville de Vancouver, 2005, p. 6-7, <http://intraspec.ca/hap05jun.pdf>, consulté le 4 mai 2009.

⁷³⁷ Patterson et Somers (2007), p. 28. [traduction]

⁷³⁸ District régional du Grand Vancouver, *Affordable Housing Strategy*, 2007, p. 1, <http://www.metrovancouver.org/planning/development/housingdiversity/AffordableHousingStrategyDocs/AdoptedMetroVancAffordHousStrategyNov302007.pdf>, consulté le 23 avril 2009.

⁷³⁹ *Ibid.*, p. 3. [traduction]

⁷⁴⁰ *Ibid.*, p. 5.

⁷⁴¹ *Ibid.*, p. 7.

pendant l'hiver⁷⁴² ». Cette équipe s'est attachée à trouver des installations qui pourraient être ouvertes temporairement afin d'offrir un abri aux personnes itinérantes qui en ont instamment besoin. Cette initiative a été financée conjointement par les administrations municipales, le gouvernement provincial, les églises et les fondations privées.

Ces lits d'hébergement devaient fermer à la fin mars 2009, bien que des fonds étaient disponibles pour un mois additionnel au besoin; le financement a depuis été prolongé jusqu'à juin 2009⁷⁴³. En avril 2009, la Ville de Vancouver a examiné et approuvé un plan de logement provisoire pour réduire l'itinérance intitulé « Interim Housing Plan to Reduce Homelessness: Strategic Partnership Proposal City-Province-Private Sector ». Ce plan établissait un objectif de 550 logements temporaires additionnels pour l'hiver suivant et demandait au gouvernement provincial de financer un peu plus de la moitié des coûts, la Ville et le secteur privé représentant les autres bailleurs de fonds pour le reste du budget de plus de 50 millions de dollars⁷⁴⁴.

Pour répondre aux besoins des locataires à faible revenu, la stratégie de logement abordable du Grand Vancouver demande au gouvernement fédéral d'encourager la construction de logements locatifs au moyen de mesures fiscales, d'en accroître le financement et d'améliorer le PAREL de manière à faciliter l'accès aux fonds qu'il fournit⁷⁴⁵.

Toronto

La Ville de Toronto a établi son plan Streets to Homes (de la rue à un logement) lors d'une séance du Conseil tenue en février 2005 dans le but d'« aider [...] les sans-abri qui vivent dans la rue à obtenir un endroit plus sûr où dormir et à se trouver un logement à long terme⁷⁴⁶ ». En 2007, le plan a été décrit comme « le plan de Toronto pour mettre fin à l'itinérance⁷⁴⁷ ». Comme l'ont entendu les membres du Comité au printemps 2008, ce plan repose également sur une approche « priorité au logement », et son enquête après emménagement de 2007 réalisée auprès des anciens bénéficiaires de ce plan a révélé des résultats remarquables :

Les conclusions ont fourni des preuves détaillées que les sans-abri à qui on offre un toit peuvent garder leur logement si les mesures de soutien appropriées sont en place, et ont également donné les points de vue des clients sur le processus de logement, les services de soutien qu'ils reçoivent et les changements liés à un éventail d'indicateurs de la qualité de vie.

⁷⁴² Ville de Vancouver, *Update on Homeless Emergency Action Team (HEAT)*, janvier 2009, http://vancouver.ca/heat/mayors_update_jan22_2009.htm, consulté le 4 mai 2009. Les renseignements concernant ce programme sont tirés de cette source, à moins d'indications contraires. [traduction]

⁷⁴³ Ville de Vancouver, « Interim Housing Plan to Reduce Homelessness: Strategic Partnership Proposal City-Province-Private Sector », une présentation au conseil municipal, 7 avril 2009, diapositive 4, <http://vancouver.ca/commsvcs/housing/pdf/09apr7interimhousingplan.pdf>, consulté le 4 mai 2009.

⁷⁴⁴ *Ibid.*, diapositive 11.

⁷⁴⁵ District régional du Grand Vancouver, p. 9.

⁷⁴⁶ Toronto City Clerk, *From the Street into Homes: A Strategy to Assist Homeless Persons Find Permanent Housing*, adopté par le conseil municipal en février 2005, http://www.toronto.ca/housing/pdf/2005_02-001_pfc_screen.pdf, consulté le 4 mai 2009.

⁷⁴⁷ Toronto Shelter, Support and Housing Administration, *Home is where it start*, brochure sur le programme Streets to Homes, 2007, <http://intraspec.ca/s2h-brochure.pdf>, consulté le 4 mai 2009. [traduction]

Les conclusions ont révélé que la grande majorité d'entre eux étaient satisfaits de leur logement et qu'ils ont constaté des améliorations dans pratiquement tous les indicateurs de la qualité de vie. L'étude a aussi montré que, bien que la transition pour passer de la rue à un logement ne soit pas facile, les mesures de suivi offertes par le programme Streets to Homes les aident à garder leur logement⁷⁴⁸.

Une deuxième analyse des résultats de l'enquête indique que les résultats ont été surestimés dans le cadre de ce rapport, mais les résultats globaux n'en demeurent pas moins positifs⁷⁴⁹.

Ultérieurement en 2008, le programme Streets to Homes a été reconnu par la SCHL comme une des « pratiques prometteuses » dans le secteur des logements abordables⁷⁵⁰.

Ottawa

Le premier plan d'action sur l'itinérance de la Ville d'Ottawa a été élaboré en 1999, dans le but de mettre fin à l'itinérance⁷⁵¹. Ce premier plan d'action a été suivi d'un plan pour la période 2002–2005⁷⁵², dont les progrès réalisés ont été signalés dans le plan subséquent qui couvrait la période 2005–2008⁷⁵³. Par exemple, le rapport de 2005 indiquait les réalisations obtenues dans les trois années précédentes qui comprenaient la construction de plus de 300 nouveaux logements abordables (y compris le financement dans le cadre de l'initiative IPAC), la création d'un Réseau de prévention de perte de logement et une plus grande collaboration entre les partenaires communautaires pour lutter contre l'itinérance⁷⁵⁴. En plus de reconnaître l'engagement de la Ville envers l'élaboration d'une stratégie de logement⁷⁵⁵, le plan 2005–2008 demandait que la Ville d'Ottawa « intervienne auprès des gouvernements fédéral et provincial afin d'obtenir de meilleures politiques de logement social, d'immigration, de santé et de soutien du revenu pour prévenir et résoudre la question des sans-abri⁷⁵⁶ ».

⁷⁴⁸ Laurel Raine et Tricia Marcellin, *What Housing First Means for People: Results of Streets to Homes 2007 Post-Occupancy Survey*, Toronto Shelter, Support and Housing Administration, p. 1, <http://www.toronto.ca/housing/pdf/results07postocc.pdf>, consulté le 4 mai 2009.

⁷⁴⁹ Nick Falvo, *Homelessness, Program Responses and an Assessment of Toronto's Streets to Homes Program*, Réseaux canadiens de recherche en politiques publiques, 2009.

⁷⁵⁰ Ville de Toronto, « Streets to Homes innovation honoured by national housing agency », communiqué, 4 novembre 2008, <http://wx.toronto.ca/inter/it/newsrel.nsf/7017df2f20edbe2885256619004e428e/ef1bba120bc75055852574f7005b9f91?OpenDocument>, consulté le 4 mai 2009.

⁷⁵¹ Joyce Potter et coll., *Priorité aux citoyens : Plan d'action communautaire 2006-2008 pour prévenir et résoudre la question des sans-abri à Ottawa en vue de créer "une ville sans itinérance"*, préparé pour l'Équipe de renforcement de la capacité communautaire, novembre 2005, p. 3, http://www.ottawa.ca/residents/housing/homelessness/action_plan/homelessness_fr.pdf, consulté le 4 mai 2009.

⁷⁵² Ville d'Ottawa, *Stratégie du logement à prix abordable*, Rapport au Comité de la santé, des loisirs et des services sociaux, janvier 2002, <http://ottawa.ca/calendar/ottawa/citycouncil/hrssc/2002/02-21/ACS2002-PEO-HOU-0001.htm>, consulté le 4 mai 2009.

⁷⁵³ Potter et coll., p. 18.

⁷⁵⁴ *Ibid.*, p. 17–18.

⁷⁵⁵ *Ibid.*, p. 17.

⁷⁵⁶ *Ibid.*, p. 42.

La stratégie de logement promise, lancée en septembre 2007, établissait trois grandes orientations conformément aux objectifs stratégiques plus vastes de la Ville : « construire des collectivités saines, englobantes et viables; promouvoir et conserver les logements abordables; [et] répondre aux besoins de soutien au logement⁷⁵⁷ ».

En outre, Chacune des trois orientations est appuyée par des énoncés stratégiques. Ces stratégies indiquent quelles mesures seront entreprises en priorité lors de la mise en place de la Stratégie du logement de la Ville⁷⁵⁸.

S'il est vrai que les recommandations visent surtout les administrations municipales et d'autres intervenants locaux, le rapport souligne l'importance du financement des gouvernements fédéral et provincial⁷⁵⁹.

Le rapport recommande aux gouvernements fédéral et provincial d'élaborer « un cadre complet et intégré de politiques, de programmes et d'outils publics, qui fait la promotion du contrôle local de l'élaboration et de la mise en place de politiques⁷⁶⁰ » et décrit les mesures particulières que devrait prendre le gouvernement fédéral, notamment d'améliorer le traitement fiscal des dépenses liées à la construction de logements locatifs, de prolonger les périodes de financement, et de faire du PAREL un programme permanent⁷⁶¹.

D'autres recommandations plus générales demandent au gouvernement fédéral de fournir un « financement récurrent et suffisant » pour les services de logement et de soutien au logement, ainsi que des allocations destinées à offrir une souplesse accrue au niveau local.

⁷⁵⁷ Ville d'Ottawa, *Stratégie du logement de la Ville 2007 à 2012*, septembre 2007, p. iv, http://www.ottawa.ca/residents/housing/housing_strategy/city_housing_strategy_fr.pdf, consulté le 23 avril 2009.

⁷⁵⁸ Ville d'Ottawa, « Aperçu de la Stratégie du logement de la Ville », *Stratégie du logement de la Ville 2007 à 2012*, http://www.ottawa.ca/residents/housing/housing_strategy/strategy_overview_fr.html.

⁷⁵⁹ *Ibid.*, p. 27.

⁷⁶⁰ *Ibid.*, p. 39.

⁷⁶¹ *Ibid.*, p. 44-45.

Annexe 6 – Liste des recommandations

Recommandation 1

Le Comité recommande que le gouvernement fédéral ait pour objectif fondamental en matière de lutte contre la pauvreté de faire sortir les Canadiens de la pauvreté au lieu de les aider à mieux y vivre, dans le cadre des programmes visant à enrayer la pauvreté et l'itinérance, et qu'il collabore avec les provinces et les territoires pour qu'ils adoptent un objectif semblable.

Recommandation 2

Le Comité recommande que les gouvernements provinciaux relèvent les limites actuelles sur l'avoir des personnes admissibles pendant les six à douze premiers mois, afin de permettre aux gens qui bénéficient de l'aide sociale sur une courte période de garder les ressources dont ils ont besoin pour se réintégrer au marché du travail et rétablir leur situation financière.

Recommandation 3

Le Comité recommande que le gouvernement fédéral modifie tous ses programmes de sécurité du revenu, tels que l'assurance-emploi, afin de mieux protéger les Canadiens des ménages à faible revenu qui sont sans revenu pendant de courtes périodes.

Recommandation 4

Le Comité recommande que le gouvernement fédéral fixe avec les provinces l'objectif voulant que les personnes et les familles, peu importe les motifs de leurs besoins, reçoivent un revenu total correspondant au moins au seuil de faible revenu après impôt.

Recommandation 5

Le Comité recommande que le gouvernement fédéral publie d'ici le 31 décembre 2010 un livre vert qui présentera les coûts et les avantages des mesures actuelles de soutien du revenu et de différentes options visant à réduire et à éliminer la pauvreté, y compris un revenu annuel de base fondé sur un impôt négatif, ainsi qu'une évaluation détaillée des projets pilotes concernant un revenu de base qui ont été menés au Nouveau-Brunswick et au Manitoba.

Recommandation 6

Pour démontrer que le gouvernement fédéral s'engage à établir un salaire minimum adéquat, le Comité recommande qu'il rétablisse un salaire minimum fédéral de 10 \$ l'heure, indexé en fonction de l'Indice des prix à la consommation, et qu'il exige de ses fournisseurs de biens et de services qu'ils versent à leurs employés un salaire au moins équivalent.

Recommandation 7

Le Comité recommande que le gouvernement fédéral établisse un nouveau programme offrant une protection contre les pertes de revenu dues à l'interruption prolongée d'un emploi aux personnes qui ne sont pas visées par la *Loi sur l'assurance-emploi*.

Recommandation 8

Le Comité recommande que le gouvernement fédéral modifie la *Loi sur l'assurance-emploi* pour que les travailleurs qui perdent leur emploi après de longs états de service puissent toucher

des prestations sur une plus longue période et pour que la période de prestations prolongée ne soit pas fondée uniquement sur les taux de chômage régionaux.

Recommandation 9

Le Comité recommande que le délai de carence de deux semaines établi pour les prestations d'assurance-emploi soit supprimé dans le cas des personnes qui prennent un congé pour raisons familiales ou parentales financé par le régime d'assurance-emploi.

Recommandation 10

Le Comité recommande que le gouvernement remanie le régime d'assurance-emploi pour qu'il permette des ajustements en fonction des ralentissements économiques prévus au lieu de tenir compte uniquement de l'expérience récente.

Recommandation 11

Le Comité recommande que le gouvernement fédéral modifie le régime d'assurance-emploi de façon à rendre les travailleurs autonomes admissibles aux prestations parentales; les cotisations seraient semblables à celles qui sont versées par les salariés admissibles.

Recommandation 12

Le Comité recommande que le gouvernement fédéral augmente la durée des prestations de maladie du régime d'assurance-emploi pour qu'elle s'établisse à 50 semaines au fil du temps afin que les personnes admissibles qui ont une maladie ou une incapacité de moyenne durée reçoivent un soutien approprié.

Recommandation 13

Le Comité recommande que le gouvernement fédéral envisage le rétablissement de la pratique fondée sur les antécédents des employeurs dans tout projet de remaniement ou de réforme du régime d'assurance-emploi.

Recommandation 14

Le Comité recommande que le gouvernement fédéral donne accès à la formation financée par l'AE aux personnes qui ont cotisé au régime au fil du temps, mais qui ne sont pas admissibles aux prestations.

Recommandation 15

Le Comité recommande que le gouvernement fédéral voie à ce que la formation financée par le régime d'AE englobe les cours de langue avancés ainsi que la formation permettant aux personnes qui ont acquis des titres de compétence à l'étranger de les faire reconnaître au Canada.

Recommandation 16

Le Comité recommande que le gouvernement fédéral coordonne à l'échelle nationale l'élaboration d'une initiative fédérale-provinciale sur l'apprentissage des jeunes enfants.

Recommandation 17

Le Comité recommande que les programmes de financement et les allocations offerts par le gouvernement fédéral mettent en valeur et soutiennent des initiatives qui permettent de maintenir les enfants des milieux défavorisés à l'école, notamment de bons programmes d'orientation efficaces, d'activités parascolaires, des clubs de devoirs et des centres pour les jeunes.

Recommandation 18

Le Comité recommande que le gouvernement fédéral, de concert avec le Conseil des ministres de l'Éducation du Canada, encourage et soutienne des mesures propres à réduire le taux de décrochage scolaire, notamment l'établissement d'objectifs et de délais et la production régulière de rapports de situation.

Recommandation 19

Le Comité recommande que le gouvernement fédéral, de concert avec le Conseil des ministres de l'Éducation, encourage et soutienne des mesures propres à contrer le taux de décrochage des élèves autochtones, tant dans les réserves qu'hors réserve, notamment l'établissement d'objectifs et de délais et la production régulière de rapports de situation.

Recommandation 20

Le Comité recommande que le gouvernement fédéral suive de près les nouveaux programmes d'aide financière aux étudiants des établissements postsecondaires et fasse rapport sur leur efficacité en présentant notamment des comparaisons entre leurs effets sur la capacité financière et l'endettement et ceux des programmes qu'ils ont remplacés.

Recommandation 21

Pour accroître la représentation des membres à faible revenu de certains groupes, à savoir les Autochtones et les personnes handicapées, parmi les étudiants du niveau postsecondaire, le Comité recommande que le gouvernement fédéral offre un soutien fiscal supplémentaire pour l'éducation postsecondaire à ces étudiants et à leurs familles.

Recommandation 22

Le Comité recommande que le gouvernement fédéral assure un soutien financier solide aux programmes d'alphabétisation des adultes et des familles, en accordant une attention toute particulière aux groupes surreprésentés parmi ceux qui n'ont pas terminé leurs études secondaires.

Recommandation 23

Le Comité recommande que les gouvernements fédéral et provinciaux modifient de concert les programmes de sécurité du revenu actuels en vue de garantir le financement de la formation pendant assez longtemps pour que les individus qui y participent puissent trouver des emplois sûrs offrant une rémunération raisonnable.

Recommandation 24

Le Comité recommande que, dans toutes les ententes sur le marché du travail, nouvelles ou reconduites, le gouvernement fédéral réserve aux personnes handicapées un pourcentage des places disponibles dans les cours de formation (ce pourcentage correspondant au pourcentage fixé comme objectif dans le cadre du programme d'équité en matière d'emploi au sein de la fonction publique fédérale).

Recommandation 25

Le Comité recommande que, dans toutes les ententes sur le marché du travail, nouvelles ou reconduites, les immigrants soient clairement désignés comme groupe cible des programmes de formation, notamment des programmes de formation linguistiques et autres qui visent à réduire les obstacles à l'accès au marché du travail.

Recommandation 26

Conscient de l'incidence de la pauvreté sur la santé, le Comité recommande que le gouvernement fédéral donne des instructions aux organismes centraux pour qu'ils affectent les ressources nécessaires pour prévenir et contrer les résultats négatifs de la pauvreté et du chômage sur la santé.

Recommandation 27

Le Comité recommande que le gouvernement fédéral collabore avec les gouvernements provinciaux et territoriaux ainsi qu'avec d'autres intervenants afin d'élaborer un régime national d'assurance-médicaments à partir de ce qui existe déjà dans quelques provinces.

Recommandation 28

Conscient de l'importance des contextes locaux pour déterminer et mettre en œuvre des programmes visant à réduire la pauvreté, le Comité recommande que les politiques fédérales soutiennent le secteur bénévole local et les organismes municipaux en tant que partenaires actifs dans la conception et l'exécution des initiatives fédérales à l'échelon communautaire.

Recommandation 29

Pour soutenir plus facilement les approches et les solutions locales aux problèmes socioéconomiques complexes, le Comité recommande que le gouvernement fédéral conclue d'autres accords de développement urbain avec les autorités provinciales et municipales, de concert avec les dirigeants communautaires et conformément aux priorités.

Recommandation 30

Le Comité recommande que le gouvernement fédéral institue un fonds permettant aux groupes surreprésentés parmi les personnes vivant dans une pauvreté persistante de se faire représenter par des avocats dans les causes portant sur des atteintes alléguées aux droits de la personne.

Recommandation 31

Vu les obligations qu'impose au Canada les dispositions législatives concernant les droits internationaux de la personne et vu leur importance pour l'accès aux programmes et aux services voulus, le Comité recommande que le gouvernement fédéral fasse explicitement mention des obligations contenues dans les conventions internationales ratifiées par le Canada dans toutes les lois fédérales et modifications qui y sont apportées en ce qui concerne la pauvreté, le logement et l'itinérance.

Recommandation 32

Le Comité recommande que le gouvernement fédéral analyse les différences dans les prestations selon le sexe lorsqu'il formule et met en œuvre de nouvelles mesures fiscales.

Recommandation 33

Le Comité recommande que le gouvernement fédéral augmente le Supplément de revenu garanti pour les aînés afin d'éviter que des ménages se situent sous le seuil de pauvreté, lequel correspond par définition au seuil de faible revenu, et que les gouvernements collaborent pour faire en sorte qu'une telle augmentation n'entraîne pas la perte de l'admissibilité aux subventions et services provinciaux et territoriaux offerts aux personnes âgées.

Recommandation 34

Conscient que la Prestation nationale pour enfants peut contribuer dans une large mesure à réduire la pauvreté infantile, le Comité recommande d'accroître cette prestation, progressivement et de manière prévisible, pour qu'elle s'établisse à 5 000 dollars (en dollars de 2009) d'ici 2012.

Recommandation 35

Le Comité recommande que le gouvernement fédéral adopte un calendrier à plus long terme de bonification de la Prestation fiscale pour le revenu de travail afin que le revenu des bénéficiaires atteigne au moins le seuil de faible revenu.

Recommandation 36

Le Comité recommande que le gouvernement fédéral, au même titre qu'il investit dans des projets d'infrastructure physique prêts à être mis en œuvre pour lutter contre la récession avec ses homologues provinciaux, investisse dans des projets d'infrastructure sociale prêts à être mis en œuvre, en particulier auprès d'organismes qui s'intéressent aux questions de logement, de sécurité du revenu et d'autres questions sociales et dont la capacité d'offrir des services peut être rapidement améliorée grâce à des investissements accrus et accélérés, effectués au moyen du Transfert canadien en matière de programmes sociaux.

Recommandation 37

Le Comité recommande que le gouvernement fédéral prévoie un financement soutenu et adéquat dans le cadre de l'Initiative en matière de logement abordable afin d'accroître l'offre de logements abordables.

Recommandation 38

Le Comité recommande que le gouvernement fédéral produise un livre blanc sur les mesures fiscales visant à appuyer la construction de logements locatifs en général et de logements locatifs abordables en particulier, ce qui comprend l'octroi de fonds, de terrains ou d'immeubles pour des logements à loyer modique.

Recommandation 39

Le Comité recommande que le gouvernement fédéral clarifie le mandat de la Société immobilière du Canada Limitée de sorte que les terres fédérales excédentaires soient de préférence aménagées pour y accueillir des logements abordables et afin d'accélérer les processus de planification en vue de faciliter cet usage.

Recommandation 40

Le Comité recommande que le gouvernement fédéral appuie le travail des promoteurs immobiliers sans but lucratif locaux et provinciaux en prévoyant un horizon à plus long terme pour les programmes de logement, de manière à tenir compte des cycles d'aménagement quinquennaux et des cycles de planification décennaux, et ce dans l'optique d'une planification aux niveaux local et provincial plus efficace.

Recommandation 41

Afin d'aider les locataires victimes de discrimination sur le marché de l'habitation, le Comité recommande que l'aide juridique en matière civile soit expressément mentionnée comme élément du Transfert canadien en matière de programmes sociaux.

Recommandation 42

Le Comité recommande que le gouvernement fédéral élargisse le Programme d'aide à la remise en état des logements à titre de programme permanent, qu'il en augmente les allocations budgétaires et qu'il modifie les conditions d'admissibilité afin de tenir compte des différences de coût des réparations selon les collectivités au Canada et des projets de conversion des logements en locations abordables.

Recommandation 43

Le Comité appuie l'utilisation de suppléments au loyer comme moyen de hâter l'accès à des logements abordables et il recommande que le gouvernement fédéral, aux côtés des autorités provinciales chargées du logement, d'associations privées de propriétaires fonciers et de fournisseurs de logements à but non lucratif, évalue l'incidence des allocations de logement transférables sur les loyers.

Recommandation 44

Le Comité recommande que le gouvernement fédéral, en collaboration avec les gouvernements provinciaux, les représentants des municipalités, les organismes des Premières nations et autres fournisseurs de logement, élabore une stratégie nationale de logement et de lutte contre l'itinérance qui comporterait :

- des priorités établies par et pour chaque province et territoire concernant les besoins existants en matière de logement abordable et sûr;
- un engagement financier sur 10 ans de la part du gouvernement fédéral, couplé à des engagements analogues des provinces et territoires qui recevront ces fonds;
- la présentation de rapports annuels sur l'affectation des fonds et, surtout, sur le nombre de personnes logées qui ne pouvaient se permettre un logement sûr sur le marché privé;
- un objectif précis, assorti de cibles et d'engagements financiers, pour répondre aux besoins en logement abordable des peuples autochtones vivant en milieu urbain;
- un processus simplifié et plus intégré pour la demande de fonds, commun à divers programmes liés au logement et financés au niveau fédéral;
- l'intégration de la Stratégie des partenariats de lutte contre l'itinérance, pourvue d'un mandat et d'un budget élargis, pour appuyer les plans locaux de logement et de lutte contre l'itinérance combinés et les initiatives s'y rattachant;
- une évaluation complète à la fin du cycle de 10 ans pour établir les réalisations et les lacunes restantes.

Recommandation 45

Le Comité recommande que le gouvernement fédéral maintienne les fonds affectés à la lutte contre l'itinérance jusqu'à ce qu'une stratégie portant à la fois sur le logement et l'itinérance soit élaborée pour orienter ses investissements.

Recommandation 46

Le Comité recommande que le gouvernement fédéral, de concert avec les gouvernements provinciaux et territoriaux et les chercheurs en santé du pays, affecte des fonds pour la santé physique des sans-abri.

Recommandation 47

Le Comité recommande que la Stratégie des partenariats de lutte contre l'itinérance soit élargie de façon à jouer un rôle de coordination accru au sein de l'administration fédérale en mobilisant tous les ministères et organismes dont le mandat touche au logement et à l'itinérance, en particulier pour les groupes surreprésentés parmi les défavorisés.

Recommandation 48

Le Comité recommande que le gouvernement fédéral fournisse des stimulants financiers pour encourager les collectivités qui bénéficient déjà de la Stratégie des partenariats de lutte contre l'itinérance à se baser sur un horizon de 10 ans pour modifier et renouveler leurs plans communautaires.

Recommandation 49

Le Comité recommande que le gouvernement fédéral prévoie encore le financement direct et le soutien continu des activités de recherche et de diffusion du savoir au sujet de l'approche fondée sur la priorité au logement afin d'éliminer l'itinérance.

Recommandation 50

Le Comité recommande que le gouvernement fédéral, à la prochaine réunion des ministres du Travail fédéral-provinciaux-territoriaux, prenne l'initiative d'encourager l'harmonisation des programmes provinciaux et territoriaux d'indemnisation des accidents du travail.

Recommandation 51

Le Comité reconnaît l'importance des services de soutien destinés aux personnes handicapées qui intègrent le marché du travail et sait qu'elles n'ont souvent plus accès à ces services quand elles commencent à toucher une rémunération. C'est pourquoi le Comité recommande que les gouvernements provinciaux et territoriaux continuent d'offrir les services de soutien aux personnes handicapées jusqu'à 12 mois après le début d'un emploi, et qu'ils négocient avec les employeurs la prestation de ces services pour une période indéterminée dans le cas de personnes à faible revenu.

Recommandation 52

Le Comité recommande que le gouvernement rende le crédit d'impôt pour personnes handicapées remboursable.

Recommandation 53

Le Comité recommande que le gouvernement fédéral élabore et mette en œuvre une garantie de revenu de base correspondant au seuil de faible revenu, ou supérieure à celui-ci, pour les personnes ayant une incapacité grave.

Recommandation 54

Le Comité recommande que les gouvernements fédéral, provinciaux et territoriaux améliorent les mesures de prestation des services de soutien destinés à toutes les personnes handicapées, quelle que soit leur source de revenu, grâce aux économies réalisées au titre de l'aide sociale par suite de l'instauration d'un revenu de base garanti pour les personnes ayant une incapacité grave.

Recommandation 55

Le Comité recommande que le gouvernement fédéral maintienne le Fonds d'intégration pour les personnes handicapées et en augmente le financement en lui confiant clairement la mission de supprimer les obstacles à la participation au marché du travail.

Recommandation 56

Le Comité recommande que tous les gouvernements provinciaux et territoriaux modifient leurs dispositions législatives concernant l'aide sociale de manière à exempter les sommes investies dans un régime enregistré d'épargne-retraite des critères relatifs à l'épuisement des ressources auxquels il faut répondre pour être admissible à l'aide sociale et à des programmes sociaux.

Recommandation 57

D'ici à ce que les programmes de formation courants n'offrent des possibilités aux personnes handicapées en fonction de leur représentation dans la population, le Comité recommande que le gouvernement fédéral augmente et prolonge le financement de la formation prévu dans les ententes relatives au marché du travail visant les personnes handicapées.

Recommandation 58

Le Comité recommande que le gouvernement fédéral collabore avec les gouvernements provinciaux et les fournisseurs de logements sociaux en vue d'offrir des unités de logement plus spacieuses aux familles nombreuses.

Recommandation 59

Le Comité recommande que le gouvernement fédéral instaure un crédit d'impôt pour les employeurs qui procurent aux nouveaux arrivants leur premier emploi dans leur domaine de compétences.

Recommandation 60

Le Comité recommande que le gouvernement fédéral réduise à trois ans la période d'immigration parrainée, actuellement de 10 ans, selon le modèle des règles sur le parrainage conjugal, et qu'il modifie en conséquence les conditions de résidence ouvrant droit à des prestations mensuelles en vertu de la *Loi sur la sécurité de la vieillesse*.

Recommandation 61

Le Comité recommande que le gouvernement fédéral fasse passer la période d'admissibilité des réfugiés au Programme d'aide au rétablissement à deux ans dans les cas ordinaires et à quatre ans dans les cas visés par le Programme de parrainage d'aide conjointe.

Recommandation 62

Le Comité recommande que le gouvernement fédéral établisse un calendrier de remboursement et un programme de radiation de la dette liée au déplacement des réfugiés parrainés par le gouvernement, et que ces mesures tiennent compte de la période nécessaire à l'intégration et du revenu du ménage au moment de l'obtention d'un emploi.

Recommandation 63

Le Comité recommande que le gouvernement fédéral intensifie ses travaux avec les gouvernements provinciaux et d'autres organismes concernés afin de terminer et de mettre

en œuvre un cadre de référence pour la reconnaissance des titres de compétences acquis à l'étranger et qu'il en fasse rapport tous les ans au Parlement.

Recommandation 64

Le Comité recommande que le gouvernement fédéral appuie les programmes de transition, notamment pour les immigrants qui ont acquis une qualification professionnelle dans leur pays d'origine, au moyen d'ententes et de fonds d'aide à l'établissement des immigrants.

Recommandation 65

Le Comité recommande que le gouvernement fédéral offre des subventions permanentes aux fournisseurs de logements autochtones hors réserve dans le marché non lucratif pour des unités nouvelles ou existantes, afin de garantir l'offre accrue de logements abordables.

Recommandation 66

Le Comité recommande d'utiliser la Stratégie pour Autochtones vivant en milieu urbain comme plateforme pour accroître les investissements et la collaboration afin de s'attaquer aux problèmes de pauvreté et de logement des Autochtones.

Recommandation 67

Le Comité recommande que le gouvernement fédéral maintienne et augmente les fonds et les programmes ciblés pour le soutien de la formation et de l'emploi des Autochtones en milieu urbain et pour les organismes qui les représentent, s'il y a lieu.

Recommandation 68

Le Comité recommande que le gouvernement fédéral demande à un comité ou à un groupe de travail autochtone de déterminer les priorités pour les Autochtones en milieu urbain et que des fonds soient prévus à cette fin à l'intérieur du financement fédéral destiné aux collectivités pour régler les problèmes d'itinérance et de logement.

Recommandation 69

Le Comité recommande que le gouvernement fédéral révise les exigences de déclaration des ministères et organismes fédéraux pour les subventions et les contributions afin d'améliorer la coordination horizontale et verticale et qu'il encourage les organisations subventionnaires fédérales à offrir un financement pluriannuel aux programmes qui cherchent à remédier à des problèmes persistants et de longue durée.

Recommandation 70

Le Comité recommande que le gouvernement fédéral atteste et stabilise l'apport des organisations bénévoles et communautaires qui viennent en aide aux pauvres, aux mal-logés et aux sans-abri en prévoyant dans ses budgets une aide suffisante à ces organisations de manière qu'elles puissent non seulement assurer la prestation de services financés par l'État, mais aussi organiser les activités propres à nourrir une conscience sociale qu'elles sont les seules à pouvoir offrir.

Recommandation 71

Le Comité recommande que le gouvernement fédéral se serve de ses programmes de subventions et de contributions pour fournir aux organisations communautaires locales les moyens de trouver des solutions innovatrices aux problèmes que posent la pauvreté, le manque de logements abordables et l'itinérance, de diffuser de l'information sur leurs solutions et, si possible, de faire des émules.

Recommandation 72

Le Comité recommande que le gouvernement fédéral et les gouvernements des provinces procèdent à un examen des politiques et programmes courants et des nouvelles initiatives au niveau interne et sur le plan bilatéral et multilatéral en vue d'éliminer et d'éviter les lacunes et les chevauchements, et ce, par la voie d'une approche pangouvernementale aux problèmes associés à la pauvreté, au manque de logements abordables et à l'itinérance.

Recommandation 73

Le Comité recommande que le gouvernement fédéral augmente le soutien accordé à Statistique Canada pour la collecte, l'analyse et la diffusion plus abordable des données importantes pour l'évaluation et l'amélioration des programmes sociaux concernant la pauvreté, le logement et l'itinérance.

Recommandation 74

Le Comité recommande que le gouvernement fédéral continue de soutenir l'échange de connaissances sur la pauvreté, le logement et l'itinérance.



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WITNESSES

Wednesday, December 2, 2009

Health Canada:

Paul Glover, Assistant Deputy Minister, Healthy Environments and Consumer Safety Branch.

Thursday, December 3, 2009

Senate of Canada:

The Honourable Senator Jerahmiel S. Grafstein, sponsor of the bill.

Thursday, December 10, 2009

National Aboriginal Achievement Foundation:

Roberta Jamieson, President and Chief Executive Officer;
Noella Steinhauer, Director of Education.

National Aboriginal Caucus of the Canadian Federation of Students:

Jaden Keitlah, Chairperson.

Indian and Northern Affairs Canada:

Kathleen Keenan, Director General of Education.

TÉMOINS

Le mercredi 2 décembre 2009

Santé Canada :

Paul Glover, sous-ministre adjoint, Direction générale de la santé environnementale et de la sécurité des consommateurs.

Le jeudi 3 décembre 2009

Sénat du Canada :

L'honorable sénateur Jerahmiel S. Grafstein, parrain du projet de loi.

Le jeudi 10 décembre 2009

Fondation nationale des réalisations autochtones :

Roberta Jamieson, présidente-directrice générale;
Noella Steinhauer, directrice de l'éducation.

Caucus national des Autochtones de la Fédération canadienne des étudiantes et étudiants :

Jaden Keitlah, président.

Affaires indiennes et du Nord Canada :

Kathleen Keenan, directrice générale de l'éducation.