Memorandum to Cabinet

TITLE OF THE MEMORANDUM TO CABINET

Minister of XXXXXX

Date

**MINISTERIAL RECOMMENDATIONS**

*[10 pages maximum, including 1 page summary box]*

|  |
| --- |
| **SUMMARY OF CABINET DECISION SOUGHT****Issue:** *What issue are you trying to tackle with your recommendation?***decision:** It is recommended that…*Clearly outline in the briefest text possible the decision elements the minister(s) is/are seeking from Cabinet: How are you proposing to address the issue that you outlined above? Who are the ministers responsible for implementing the decision and what are their roles?* *Include a short statement that describes the main desired result for Canadians of your proposal.* **Rationale AND KEY CONSIDERATIONS:** *Why is action needed? Support your statement with two to three points of evidence (e.g., scientific analysis, qualitative research, past evaluations or assessments). How are these reasons for action linked to the government’s agenda and priorities? Note context such as Speech from the Throne, Budget, mandate letter. What are the key considerations or risks?***Related approvals:** It is recommended that the following be approved:**Estimated Costs for Decision Table in Annex A:**  The proposed approach will have an incremental cost of $XX million from 20XX-XX to 20XX-XX [and $XX million per year ongoing thereafter]. *OR*The proposed approach will have a total cost of $XX million from 20XX XX to 20XX XX [and $XX million per year ongoing thereafter]). Of the total cost, $XX million from 20XX XX to 20XX XX [and $XX million per year ongoing thereafter]) is incremental.  *OR*The proposed approach has no incremental cost. [The cost of the proposal ($XX million from 20XX-XX to 20XX-XX [and $XX million per year ongoing thereafter]) will be fully funded through existing resources/resources provided in Budget 20XX/etc.]  *OR*The proposed approach has no funding implications.**Results and Delivery Strategy (Annex B):** *Summarize desired results and proposed delivery approach.***Engagement and Communications Strategy (Annex C):** *Summarize the engagement that has taken place to inform the proposal, the essence of the decision as it would be publicly communicated, and the proposed engagement and communications approach.***Parliamentary Strategy (Annex D):** *Summarize the proposed parliamentary approach.**Specify other annexes for decision (not information) as appropriate.***Source of funds** [*Select from* *list and delete unselected choices*]**:**Fully funded through existing resources/resources provided in Budget 20xx/etc. No incremental source of funds required. Partially funded through existing resources/resources provided in Budget 20XX/etc. Decision item(s) [X] above has/have no source of funds and is/are subject to a funding decision by the Prime Minister and the Minister of Finance. Decision item(s) [Y] has/have [an existing source of funds/no funding implications]. *Note: The items referenced must appear in the decision section of the summary box and in Annex F for the purposes of the Cabinet Record of Decision.*Unfunded. Final approval subject to funding decision by Prime Minister and Minister of Finance.No funding implications.*If your proposal requires any incremental funding, explain why funding cannot be found within existing resources.*  |

**BACKGROUND AND OPTIONS**

*If context is needed to inform ministerial decisions, a few paragraphs of background information should be included to position the proposed options. The bulk of background information should, however, be included in the Considerations section below.*

*What are the three best options for action? For each option:*

*1) summarize the option, including results for Canadians, who it involves, timelines, costs, and policy tools;*

*2) outline the main pros and cons of each option.*

*At least one of the options should be a credible no-cost option, by advancing a less ambitious approach and/or reallocating funding internally.*

1. …

**OPTION 1 (Recommended)**

1. …

**OPTION 2**

1. …

**OPTION 3**

1. …

**CONSIDERATIONS**

1. *What else might ministers want to consider when weighing their options? Are there strategic or tactical points of interest? Considerations should align with those identified in the mandatory Due Diligence and Evidence-Based Analysis Tool, which includes factors such as environmental and climate change impacts, gender and diversity issues and respect for official languages laws and policies.*

**RISKS**

1. *What are the main risks relevant to the decision being sought? What are the proposed steps for mitigating these risks?*

**Financial, Asset and Human Resource Implications**

1. *Indicate that the Departmental Comptroller has signed-off on and attests to costing information on all proposed options laid out in the MR and in Annex A to the MR. Where applicable, costing information must include full costing of IT projects. Shared Services Canada must be consulted in determining such costs.*

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Minister of XXXX Other Minister(s), if required

 *(in order of precedence)*

**ANNEX A TO THE MR**

**COSTING DETAILS**

*[no page limit but should be no more than 5 pages]*

**ESTIMATED COSTS FOR DECISION**

*Complete the table below for each option, adding rows for additional departments/elements as required. If costs differ on a cash and accrual basis, prepare separate cash and accrual tables.*

Option 1 (Recommended)

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| (million $) | 20XX—20YY  | 20XX—20YY  | 20XX—20YY  | 20XX—20YY  | 20XX—20YY  | 5-year total | Remaining amortization | Ongoing |
| ACCRUAL PROFILE |
| [Department/ Element 1] |  |  |  |  |  |  |  |  |
| [Department/ Element 2] |  |  |  |  |  |  |  |  |
| Etc. |  |  |  |  |  |  |  |  |
| **Total Cost**  |  |  |  |  |  |  |  |  |
| Less: Existing Resources |  |  |  |  |  |  |  |  |
| **Incremental Cost**  |  |  |  |  |  |  |  |  |
| CASH PROFILE | Same as accrual *(if not, include cash table)* |

Option 2

*…*

Option 3

*…*

**estimated Costs FOR INFORMATION**

*Complete the table below for each option, adding rows for additional departments/elements as required (consider that costs will be further refined at the Treasury Board stage as applicable). If costs differ on a cash and accrual basis, prepare separate cash and accrual tables. Below the table(s), include a narrative summary and any other details that ministers should know about estimated costs.*

|  |
| --- |
| Option 1 (recommended) |
| ($ millions) | 20XX—20YY | 20XX—20YY | 20XX—20YY | 20XX—20YY | 20XX—20YY  | 5-year total | Remaining amortization  | Ongoing |
| ACCRUAL PROFILE |
| [Department/ Element 1] |  |  |  |  |  |  |  |  |
| Operating |  |  |  |  |  |  |  |  |
| Grants and Contributions |  |  |  |  |  |  |  |  |
| Capital |  |  |  |  |  |  |  |  |
| Other Costs |  |  |  |  |  |  |  |  |
| Total Cost - [Department/Element 1] |  |  |  |  |  |  |  |  |
| Less: Other Sources of Funding *(specify which ones)* |  |  |  |  |  |  |  |  |
| Incremental Cost - [Department/Element 1] |  |  |  |  |  |  |  |  |
| Incremental FTEs - [Department/Element 1] |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |
| [Department/ Element 2] |  |  |  |  |  |  |  |  |
| Operating |  |  |  |  |  |  |  |  |
| Grants and Contributions |  |  |  |  |  |  |  |  |
| Capital |  |  |  |  |  |  |  |  |
| Other Costs |  |  |  |  |  |  |  |  |
| Total Cost - [Department/Element 2] |  |  |  |  |  |  |  |  |
| Less: other sources of funding *(specify which ones)* |  |  |  |  |  |  |  |  |
| Incremental Cost - [Department/Element 2] |  |  |  |  |  |  |  |  |
| Incremental FTEs - [Department/Element 2] |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |
| Etc. |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |
| Incremental Cost – All Departments/Elements |  |  |  |  |  |  |  |  |
| Incremental FTEs – All Departments/Elements |  |  |  |  |  |  |  |  |
| CASH PROFILE | Same as accrual *(if not, include cash table)* |
|  |
| Option 2 |
| ($ millions) | 20XX—20YY | 20XX—20YY | 20XX—20YY | 20XX—20YY  | 20XX—20YY  | 5-year total | Remaining amortization  | Ongoing |
| ACCRUAL PROFILE |
| [Department/ Element 1] |  |  |  |  |  |  |  |  |
| Operating |  |  |  |  |  |  |  |  |
| Capital |  |  |  |  |  |  |  |  |
| Etc. |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |
| Less: Other Sources of Funding *(specify which ones)* |  |  |  |  |  |  |  |  |
| Incremental Cost - [Department/Element 1] |  |  |  |  |  |  |  |  |
| Incremental FTEs – [Department/Element 1] |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |
| Etc. |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |
| incremental Cost – All Departments/Elements |  |  |  |  |  |  |  |  |
| incremental FTEs – All Departments/Elements |  |  |  |  |  |  |  |  |
| CASH PROFILE | Same as accrual *(if not, include cash table)* |
|  |  |
| Option 3 |  |
| Etc. |  |

**cost uncertainty and risks**

*What assumptions have you made in estimating the above costs? What benchmarks did you use? Indicate where assumptions or estimated costs are tentative due to lack of information, short timelines, or other process considerations.*

*What could cause actual costs to differ from estimated costs (e.g., exchange rate fluctuation, higher than expected program take-up)? Note factors related to your assumptions as well as broader possibilities. How likely is this to occur? How would this change the cost picture?*

*Are there potential indirect costs? (For example: costs dependent on particular but uncertain events in the future; interaction between the proposal and other programs; etc.) If so, how likely are they?*

*Given your above analysis of uncertainty and risk, provide for each option an overall assessment of the likelihood that actual costs will differ from the cost estimates by a significant amount. Double click on the grid below*

****

**risk mitigation**

*What is the department’s plan to manage actual costs if they differ from the cost estimates in this proposal (i.e., cost contingency and containment)?*

**Sources of Funds**

*What additional information, if any, do ministers need on proposed sources of funds? For example, if your proposal requires any incremental funding, explain why funding cannot be found within existing resources.*

**ANNEX B TO THE MR**

**RESULTS AND DELIVERY STRATEGY**

*[three pages maximum]*

**resultS AND KEY PERFORMANCE INDICATORS**

*Provide a short statement that describes the main desired result of your proposal. Identify how this supports one or more of the top government priorities, mandate letter priorities, Budget priorities, Speech from the Throne priorities, or departmental results, as appropriate.*

*What are the associated short, medium, and long-term expected results that contribute to the main result? What are the strategies or activities you are proposing and how do they lead to your results?*

*Do the results contribute to Canada’s 2030 and net-zero by 2050 emission targets?*

*Identify key performance indicators for results, their existing baselines and expected trajectories, and data strategy as applicable—to be further refined at Treasury Board stage as applicable. Outline any key considerations related to the choice of indicators, including risks around data availability or quality.*

**proposed delivery approach**

**Who:** *Describe the network of people and organizations necessary to deliver on the proposal, from the lead minister(s) to the frontline. Describe the roles and responsibilities of other ministers, departments or agencies, and outside partners, as appropriate. Describe programs and activities within existing departmental authorities that can help support achievement of the results. You may wish to use a visual in place of a narrative.*

**When:** *What are the key implementation milestones that must be met in order to achieve the expected results? Indicate in terms of a timeline or graphical representation to allow for clear tracking of progress against the most significant milestones.*

**delivery risks, dependencies and mitigation**

*What are the potential barriers to meeting your implementation milestones and your expected results? What are your proposed mitigation strategies?*

**tracking, EVALUATION and refining**

*How will you track your progress? How will you evaluate the success of your proposal? Are other jurisdictions undertaking any actions that can be used for comparative benchmarking to measure the success of the proposal? Describe any comparative benchmarking strategy that you might use.*

*Are there potential negative consequences of the proposed initiative that should be catalogued and monitored?*

*How will you incorporate what you learn from tracking and reporting into your approach to course correct as necessary?*

**ANNEX C TO THE MR**

**ENGAGEMENT AND COMMUNICATIONS STRATEGY**

*[three pages maximum]*

**CURRENT PUBLIC ENVIRONMENT**

*What is your overall assessment of the current public environment? Support your analysis with quantitative and qualitative evidence such as public opinion research, media or social media analysis, and consultations and engagement results.*

**KEY AUDIENCES**

*Who will the proposed options impact the most? Who will likely be most vocal? Who may be significantly impacted but silent due to a lack of awareness, interest, or voice? Summarize key audiences in the table below, identifying their interests in relation to the success of the proposal. What constitutes a partner, stakeholder or influencer will vary depending on the issue.*

|  |  |  |
| --- | --- | --- |
| **CANADIANS** | **ANTICIPATED REACTION** | **CONTEXT** |
| *E.g., general public, unemployed youth, single mothers in remote areas, linguistic minorities*  |  |  |
| **PARTNERS** |  |  |
| *E.g., PTs, municipalities, Indigenous governments/treaty bodies or their representatives, international allies* |  |  |
| **STAKEHOLDERS** |  |  |
| *E.g., organized interests such as advocacy groups, professional associations, international organizations* |  |  |
| **INFLUENCERS**  |  |  |
| *E.g., individuals who may shape public opinion on this issue* |  |  |

**ENGAGEMENT UNDERTAKEN****BEFORE SIGNING THIS MEMORANDUM**

*Have stakeholders, partners, experts and/or the public been engaged in the development or co-creation of the proposal? What particular efforts were made to engage under-represented groups? What were the takeaways? How were these integrated into the proposal? How have youth views been incorporated into the proposal? Were there areas of difference between perspectives and how they have affected the recommended approach? If engagement was not undertaken, explain why.*

**PROPOSED ENGAGEMENT AND COMMUNICATIONS APPROACH AFTER CABINET DECISION**

*What are your main engagement and communications goals? How do these goals link to the desired results, the Open Government commitments, and other government priorities?*

*How do you propose to engage and communicate with key audiences? How do the proposed methods and channels align with your goals in engaging the target audiences? Include details on outreach, pre-positioning, digital and in-person activities, planned events, media strategy, and plans for mitigating negative reactions. How will you publicly share feedback? How will you report back on policy results?*

*How will you continue to listen to and engage with key audiences after the initial launch and sustain relationships?*

**KEY MESSAGES**

* *What 3-5 messages (or more if necessary) capture the essence of the initiative? Incorporate key facts & milestones.*

**ANNEX D TO THE MR**

**PARLIAMENTARY STRATEGY**

*[three pages maximum]*

**Parliamentary Environment**

*What are the expected reactions of all recognized parties in the House and of Senate members? Refer to their parliamentary and public statements, campaign commitments, and positions taken in committees.*

**Previous Policy Positions**

*What previous position has the Government taken on the issue in question and in what forum (e.g., election platform, during debate or votes while in opposition)? Include reference to any related private members’ business items from caucus members.*

**Engagement with Parliamentarians BEFORE SIGNING THIS MEMORANDUM**

*How has the recommending minister and his/her parliamentary secretary engaged with caucus, opposition members and senators on the proposal and what have been their positions and issues raised? If no engagement to date, outline the plan and timing of future engagement with parliamentarians and their position if known.*

**PROPOSED Parliamentary Approach AFTER CABINET DECISION**

*What strategies do you propose to respond to any concerns identified above, including possible questions and debate and plans for briefings?*

*With respect to legislation, what is the minister’s strategy for securing majority support for the proposal, including engaging and securing support from senators?*

*What is the strategy for managing the bill in committee? Outline potential pressures for amendments to government bills and plans for managing any government amendments to private members’ business items.*

**Legislative Plan** *(if applicable)*

*What are the key steps proposed for the legislative process—the “what” of the strategy? Indicate chamber (House or Senate) for introduction and plan for referral to parliamentary committees*. *Explain reasons for requiring passage by a certain date.*

**PARLIAMENTARY SECRETARY APPROVAL**

*Indicate that the relevant parliamentary secretary has approved this Parliamentary Strategy and describe what role he/she will play in the proposed initiative.*

**ANNEX E TO THE MR**

**FINDINGS OF MANDATORY ASSESSMENTS**

*[three pages maximum]*

*Summarize the findings of gender-based analysis plus (GBA+), strategic environmental assessment (SEA), official language considerations, and/or assessment of modern treaty implications (AMTI), as applicable. Outline how the proposal impacts Canada’s 2030 and net-zero by 2050 emission targets. Explain how these findings have informed your proposed options and approach. Information in this annex should complement, rather than supplant or duplicate, the main findings of these assessments highlighted in the Ministerial Recommendations.*

**ANNEX F TO THE MR**

**SUMMARY OF THE AUTHORITIES SOUGHT**

*[one page maximum]*

*This annex will be used to facilitate the quick and efficient production of Committee Recommendations and Records of Decision following Cabinet committee and Cabinet meetings.*

**AUTHORITIES SOUGHT:**

*It is recommended that:*

* *Authority sought #1;*
* *Authority sought #2; and*
* *Authority sought #3.*

**RELATED APPROVALS SOUGHT:**

|  |  |
| --- | --- |
| **Mandatory Annexes** | **Additional Annexes *(if required)*** |
| X | Results and Delivery Strategy (Annex B) |  |  |
| X | Engagement and Communication Strategy (Annex C) |  |  |
| X | Parliamentary Strategy (Annex D) |  |  |

**FUNDING IMPLICATIONS:**

The proposed approach will have an incremental cost of $XX million from 20XX-XX to 20XX-XX [and $XX million per year ongoing thereafter].

 *OR*

The proposed approach will have a total cost of $XX million from 20XX‑XX to 20XX‑XX [and $XX million per year ongoing thereafter]). Of the total cost, $XX million from 20XX‑XX to 20XX‑XX [and $XX million per year ongoing thereafter]) is incremental.

 *OR*

The proposed approach has no incremental cost.  [The cost of the proposal ($XX million from 20XX-XX to 20XX-XX [and $XX million per year ongoing thereafter]) will be fully funded through existing resources/resources provided in Budget 20XX/etc.]

 *OR*

The proposed approach has no funding implications.

 ***AND***

Fully funded through existing resources/resources provided in Budget 20XX/etc. No incremental source of funds required.  *OR*

Partially funded through existing resources/resources provided in Budget 20XX/etc. Decision item(s) [X] above has/have no source of funds and is/are subject to a funding decision by the Prime Minister and the Minister of Finance. Decision item(s) [Y] has/have [an existing source of funds/no funding implications]. Note: The items referenced must appear in the “authorities sought” section.  *OR*

The proposal is unfunded. Final approval is subject to a funding decision by the Prime Minister and the Minister of Finance.

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| (million $) | 20XX—20YY  | 20XX—20YY  | 20XX—20YY  | 20XX—20YY  | 20XX—20YY | 5-year total | Remaining amortization | Ongoing |
| ACCRUAL PROFILE |
| [Department X] |  |  |  |  |  |  |  |  |
| [Department Y] |  |  |  |  |  |  |  |  |
| Total Cost  |  |  |  |  |  |  |  |  |
| Less: Existing Resources |  |  |  |  |  |  |  |  |
| Incremental Cost  |  |  |  |  |  |  |  |  |
| CASH PROFILE | Same as accrual *(if not, include cash table)* |

**ANNEX G TO THE MR**

**INTERGOVERNMENTAL STRATEGY *(as appropriate)***

*[three pages maximum]*

**CURRENT INTERGOVERNMENTAL ENVIRONMENT**

*What is your overall assessment of the current intergovernmental environment relevant to your proposed policy options?*

*What are the anticipated positions of each P/T and Indigenous government/treaty body or their representatives? Are they aligned or divided? Are there any regional differences?*

**Legal framework**

*Which order(s) of government have jurisdiction in this area (e.g., exclusive federal, shared, exclusive provincial jurisdiction)?*

*If your proposal implicates Indigenous peoples, are there treaty obligations related to your policy options? Is there a duty to consult and accommodate?*

**PREVIOUS ENGAGEMENT**

*What previous intergovernmental engagement/negotiations/partnerships have taken place on this issue, if any? Highlight any recent successes or irritants that might be relevant to future engagement/negotiations.*

*Are there any recent intergovernmental engagement/negotiation/partnerships with the same parties on other issues that could strengthen or weaken the federal government’s position on this issue?*

*What previous stance(s) has the federal government taken on this issue?*

**PROPOSED ENGAGEMENT/NEGOTIATION/PARTNERSHIP/MITIGATION APPROACH**

*What is your proposed F-P/T and Indigenous government engagement/negotiation/partnership approach (including role of the minister and senior officials, use of fora such as F-P/T tables and their working groups, bilateral vs. multilateral engagement, and municipal/community engagement)? Explain how this initiative is advancing the overall F-P/T or nation-to-nation agenda and its positioning with P/Ts or Indigenous governments/treaty bodies or their representatives in regards to other similar initiatives.*

*What are the anticipated milestones and timelines?*

*How does your proposed intergovernmental engagement/negotiation/partnership approach relate to your broader engagement and communications strategy as laid out in Annex C?*

*What are the risks or barriers in your intergovernmental engagement/negotiation/partnership approach and how are you planning to mitigate them? Do P/Ts or Indigenous governments/treaty bodies or their representatives have any limitations regarding engagement (election periods, resource capacity, etc.)?*