NETWORKnews

SHARING IDEAS TO HELP IMPROVE THE WELL-BEING OF CANADIANS

Volunteering As a Way of Life

Every day in every part of the country, Canadians freely give of themselves to work on behalf of others. They deliver food to shut-ins, read to the sick, teach English to new Canadians, raise money for children's camps, and play cards with the lonely. They do this without expecting a return either in cash or even in thanks. They are volunteers – Canada's unsung heroes. And, as it turns out, they exist in the legions.

In 1997, Statistics Canada conducted "The National Survey of Giving, Volunteering and Participating." Ekos Research Associates and the Canadian Policy Research Networks

undertook to analyze the results, a momentous task given the scope of the survey. Almost one-third of working-age Canadians, after all, volunteered on a formal basis in 1997 and close to three-quarters participated in informal volunteer activities.

It has been 10 years since the first survey of this nature was carried out and the landscape has changed. New research into human resource development issues has been undertaken, changes have occurred in both labour and the economy, and there have been new political and cultural developments. Each has contributed to expanding the way

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people think about the role volunteering plays in Canadian society.

In the analysis, the authors note: "We continue to recognize the importance of volunteering to the fostering and maintenance of social capital, but we now have reason to expect that volunteering also plays a greater role in the development of Canadians' human capital, and in the support of more successful labour market outcomes."

Certainly volunteering is on the increase (see Box 1). But while a greater proportion of the population volunteered in 1997 than a decade earlier, the number of hours each person volunteered dropped. (Perhaps longer work weeks and dual-income families were having an impact.) And because people tended to volunteer for more than one organization, the number of hours they gave to each organization fell.

But who was doing all this giving? Women, it seems, were more likely to volunteer than men, volunteering rates fell with age and rose with educational level, and students were more apt to volunteer than non-students (patterns that were replicated for informal volunteers). Formal volunteer rates were highest in Saskatchewan (47.3 percent) and lowest in Quebec (22.1 percent), while rural residents were more likely to volunteer than urbanites.

On average, Canadians gave almost 150 volunteer hours in 1997.

BOX 1

Assorted Volunteer Indicators, Over Previous 12 Months, 1997

Indicator	1987	1997
Incidence of formal volunteering (%)	27.0	31.4
Incidence of informal volunteering (%)	66.0*	73.1
Incidence of both formal and informal volunteering (%)	**	27.8
Incidence of neither informal or formal volunteering (%)	**	23.3
Future volunteering intentions (% distribution):		
Will be less	**	16.4
Will be about the same	**	63.8
Will increase	**	19.8
Mean number of hours volunteered	191.0*	148.7
Mean number of organizations volunteered for	**	1.7
Mean number of hours volunteered per organization	**	91.3
Mean of mean number of years volunteered with organizations (mean of up to three organizations)	**	4.7
Mean number of different activities volunteered in	**	3.5

* Based on Hall et al. (1998). (See further readings, p. 3.)

** Corresponding question not asked on 1987 survey.

Source: Calculations by Ekos Research Associates and CPRN based on data from the 1987 Volunteer Activity Survey and 1997 National Survey of Giving, Volunteering and Participating, Statistics Canada.

But what about those who chose *not* to volunteer? Lack of time was cited as the major reason for not participating, followed by health problems. Men, and people with less education, simply said it didn't interest them, while young people reported insufficient awareness of the volunteering process.

The role that volunteering plays in society changed in the decade between the surveys. Always an important support for social and cultural activities, it increasingly became complementary to paid work. Put another way, through volunteering people acquired skills, experience and contacts that helped them progress in the labour market. (The reverse also occurred; paid work skills and abilities helped them in their voluntary activities.)

Volunteering was particularly important for the long-time unemployed because it allowed them to interact socially in a work-like environment. And part-time and other non-standard workers (seasonal, temporary, term or contract workers, and multiple-job holders) reported increased knowledge, and gaining such skills as interpersonal and communication skills, and organizational and managerial skills.

As to whether or not volunteering helped people get a paid job, the answer was a resounding "yes" for young people and a quieter "yes" for the unemployed and people with some post-secondary education and with a university degree. Certainly, it was young people who consistently made the link between volunteering, acquiring job-related skills, and hoping to improve their job possibilities (see Box 2).

They had good reason for making that link. The authors concluded that "there appears to be a pay-off for many in terms of actually securing paid employment."

Further readings:
"Analysis of Volunteering: Results from the 1997 National Survey of Giving, Volunteering and Participating," by Ekos Research Associates, the Canadian Policy Research Networks, and the Applied Research Branch, Strategic Policy, Human Resources

BOX 2

Percentage Indicating Different Reasons for Volunteering, Youth Versus Rest of the Population, 1997

	Youth (15-24 yrs)	Rest of population (25 yrs and older)
Belief in cause	92.0	96.9
Personally know someone affected	58.8	68.9
Friends volunteer	33.2	23.3
Improve job opportunities	54.4	15.0
Religious obligations/beliefs	20.3	30.8
Explore own strengths	68.0	51.4
Use skills/experiences	82.6	76.9

Source: Calculations by Ekos Research Associates and CPRN based on data from the 1997 National Survey of Giving, Volunteering and Participating, Statistics Canada.

Why the Voluntary Sector Matters

CPRN President Judith Maxwell calls the voluntary sector "the soul of society." It is through volunteering, after all, that people exercise their citizenship. It is also the way in which they share "social space" through their care and consideration of the needs of others. Yet, it is a sector that has historically been both neglected and poorly understood.

"The voluntary sector is informal and not organized in the way that the public and private sectors are," says Maxwell. "But it has become the channel of government to deliver services to people and so the boundary between the public and voluntary sectors has blurred. This has occurred at the same time as the boundary between 'for-profit' and 'not-for-profit' organizations has also become blurry. And the diversity of the voluntary sector adds to its complexity."

CPRN is pursuing research into the voluntary sector to better understand the role that it plays in our lives and in Canadian society. In 1997, a program of work sponsored by The Kahanoff Foundation led to a baseline study entitled *The Emerging Sector: In Search of a Framework* (Ronald Hirshhorn, editor), followed by a paper sponsored by the Trillium Foundation, by Brenda Zimmerman and Ray Dart. It was entitled *Charities Doing Commercial Ventures: Societal and Organizational Implications* and was followed by *Organizational and Supervisory Law in the Nonprofit Sector*, by Ronald Hirshhorn and David Stevens, and *The Canadian Nonprofit Sector,* by Kathleen Day and Rose Anne Devlin.

More recently, five related areas of research, "Analysis of Volunteering: Results from the 1997 National Survey of Giving, Volunteering and Participating," "Developing a Typology – Definition and Classification Issues," "Outcomes and Measurement," "Work in the Nonprofit Sector: The Knowledge Gap," and "The Voluntary Sector in Canada: Literature Review and Strategic Considerations for a Human Resource Sector Study" represent only the beginning of CPRN's involvement in this important area of research along with other partners.

The Voluntary Health Sector in Canada: The Next Policy Frontier

Barbara Legowski

Voluntary organizations are being increasingly recognized for the important role they play in Canadian life. Although their contributions are evident in most communities, they have yet to be systematically documented. In particular, the voluntary health sector represents a largely unexplored area of health policy in Canada. For example, to date the sector is not represented as a "slice of the national health expenditure pie," which is produced by the Canadian Institute for Health Information. This is largely due to the fact that the sector is rather amorphous and little is known about its size and scope of activity.

> **Voluntary organizations are being increasingly recognized for the important role they play in Canadian life.**

In 1999, the Canadian Centre for Philanthropy, CPRN, Health Canada, and National Voluntary Organizations undertook a joint initiative to enable researchers to begin to give some form and definition to the sector. A key objective was to begin to document the contributions of voluntary organizations working in the area of health.

Two papers were commissioned to lay the foundation for future empirical studies. This work recognized that it would first be necessary to map some boundaries for the sector and then to begin to explore various measures and dimensions of the sector's contribution to the health of Canadians. One paper, entitled "Developing a Typology of the Voluntary Health Sector in Canada: Definition and Classification Issues," was prepared by the Canadian Centre for Philanthropy to address the important issue of defining what organizations should be included in such studies and to develop an appropriate system for classifying these organizations.

In addition, a discussion paper entitled "Outcomes and Measurement" was prepared to provide guidance about how to measure the economic and social contributions of voluntary health organizations. It was prepared at CPRN by research consultant

Terry Albert

Barbara Legowski and Terry Albert of CPRN's Health Network.

Q: What are the next steps?

A: (T. Albert)
We hope that these two companion papers will help set the stage for further research into the social and economic value of voluntary health organizations in Canada. A combination of empirical research and sectoral consultations will most likely form the core for the next phase of research.

Q: What types of measures will be used to demonstrate the contribution of the sector?

A: (B. Legowski)
Our paper identified several dimensions to measurement, ranging from inputs to outputs to outcomes with value of some nature associated with each (see Box on p. 5). Specifically

The Spectrum of Value: Inputs through Outcomes

Inputs	→	Processes	→	Outputs	→	Outcomes (short-term, intermediate, longer term)

VALUE →
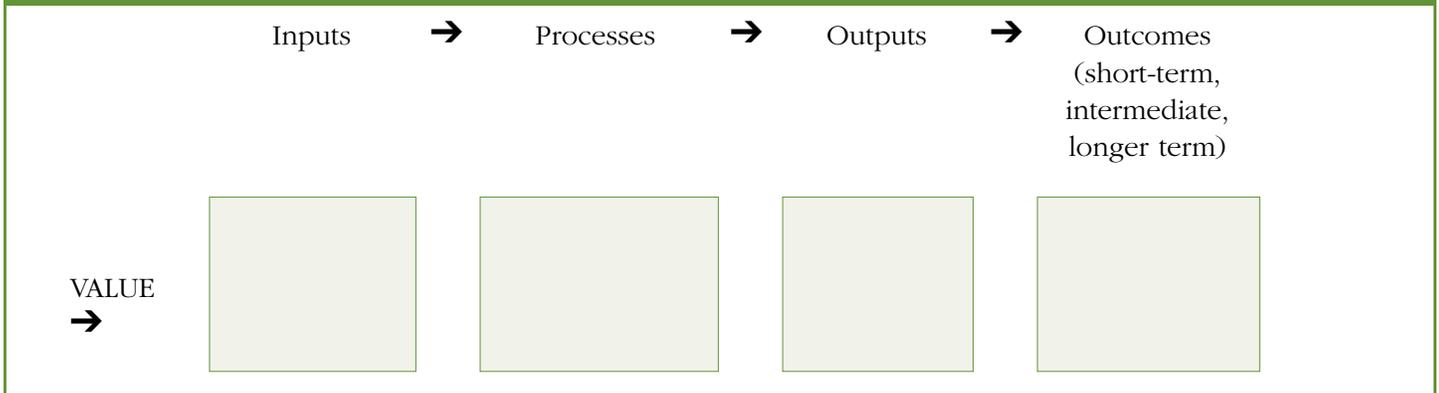
related to outcomes, there are several methodological and technical challenges to their measurement. We have suggested that, to begin, the sector might be best served by some simple and basic measures and we would build from there. One method that we feel is worthy of further consideration regarding outcomes measurement is a social auditing/accounting approach.

A combination of empirical research and sectoral consultations will most likely form the core for the next phase of research.

Q: Where to from here?

A: (T. Albert)
First, the initial objectives of the research should remain in play and be used to secure funding. The objectives were to assess the contribution of the voluntary health sector by:

- giving the sector form and definition through boundary mapping and classification;

- analyzing and measuring both the qualitative and quantitative economic and non-economic contributions of the sector; and

- ensuring that the research findings be disseminated to a variety of audiences, including the voluntary health sector, government, researchers and other interested parties.

Second, the sector now has some focus with the creation of the Health Issues Division at the National Voluntary Organizations and the ongoing voluntary sector work of the Canadian Centre for Philanthropy. Hopefully, a funding base to advance this important area of research will be secured. CPRN has an active interest in the voluntary sector in general as evident through ongoing research in the Work Network. This is a key area for the health policy frontier and one that CPRN would like to pursue as an integral component of its emerging research agenda.

Exploring the Complexities of Diversity

When debates surface over whether, when, and how to recognize cultural diversity, Canada is usually at the forefront of the discussion. Aboriginal peoples have lived in this land for millennia, two European peoples presided at the founding of what we now call Canada, and its population has expanded with immigration from around the world.

"This has presented the country with unique challenges and caused us to be characterized by a 'diversity of diversities,'" says Jane Jenson, CPRN's Family Network Director. "We recognize the contribution of the two founding peoples but we also are attempting to design a new place for Aboriginal peoples living within Canada. We continue to build on our commitment to multiculturalism, and recognize a wide range of social and other axes of diversity. Some of the leading scholars in cultural diversity are Canadians

and Canada is also, to a certain extent, a laboratory in terms of policy development in response to the challenges raised by the issue."

The Department of Canadian Heritage is responsible for developing strategies to ensure that diversity continues to be a value that enriches Canada. To help advance this agenda, CPRN was asked to organize a structured dialogue session to explore the ways that other jurisdictions are addressing diversity issues, as well as the issues at play in Canada. The goal was to identify directions for future research that could contribute to the policy development process at Canadian Heritage.

In May 2000, CPRN brought together a small group of experts and policymakers from Canada and abroad for a dialogue on diversity. Prior to the one-day session, participants were sent a short backgrounder prepared by Jenson and CPRN research asso-

ciate Martin Papillon. The paper, "Citizenship and the Recognition of Cultural Diversity: The Canadian Experience," raised issues for discussion in two areas relevant to current policy concerns:

- Multiculturalism and the continuing debate over the best way to recognize and support ethnocultural diversity; and

- Recognition of national minorities, including forms of institutional recognition in Canada and abroad, and the tensions between asymmetrical responses to diversity and notions of equality of citizenship for all individuals and groups.

Expert respondents included: Avigail Eisenberg, Department of Political Science, University of British Columbia; Will Kymlicka, Department of Philosophy, Queen's University; Tariq Modood, Director of the Centre for the Study of Ethnicity and Citizenship, University of Bristol, UK; and Herman R. van Gunsteren, Department of Political Science, University of Leiden, the Netherlands.

Eisenberg underlined the importance of distinguishing between "multiculturalism," which requires the State to ensure the fair integration of polyethnic minorities, and "multinationalism," which demands of the State a readiness to negotiate and renegotiate with national minorities to reach a mutual accommodation based on a common right to self-determination. She maintained that

Jane Jenson

Canadian governments have not gone far enough in accepting the essential equality of national Aboriginal minorities at the negotiating table.

> **When debates surface over whether, when, and how to recognize cultural diversity, Canada is usually at the forefront of the discussion.**

Kymlicka argued that definitions of social cohesion should not be equated to social "harmony." He broke the term "social cohesion" down to encompass such qualities as civil peace (which recognizes and channels differences through mutually accepted democratic processes), personal tolerance, social solidarity and political efficacy. If phrased in those terms, he said, social cohesion has nothing to fear from multiculturalism.

Modood predicted that divisions of religion, not ethnicity, might be emerging as the most important issue in Britain. But, he added, multiculturalism advocates often lose their enthusiasm for the issue when groups identify themselves primarily in terms of a faith, rather than an ethnic origin.

Although he did not make a written submission, van Gunsteren described the multiculturalism issues confronting Europe and, in particular, the Netherlands. He said that there are "repertoires" available for addressing ethnic and cultural diversity but that they vary depending on political situations and policy practices.

Canadian Heritage Assistant Deputy Minister Norman Moyer commented that the session had been a valuable opportunity to see Canadian diversity in its global context. "We can learn a lot from the experiences of other societies and today's insightful discussions will be of enormous help in our ongoing reflections on the values that sustain Canada's diversity model."

Diversity and Social Cohesion

As part of its research stream on *Citizenship*, the Family Network is continuing its work on both diversity and social cohesion.

- In April 2000, Jane Jenson and Martin Papillon completed "The Changing Boundaries of Citizenship: A Review and a Research Agenda," one of four papers in a series commissioned by the Canadian Centre for Management Development (CCMD) to identify research directions. Copies of this paper are available from Raymond D'Aoust, Director of Planning and Strategic Relations, CCMD, at (613) 947-1450 or raymondd@ccmd-ccg.gc.ca <mailto:raymondd@ccmd-ccg.gc.ca>

- In June, CPRN was awarded a contract by Canadian Heritage to provide *An Analysis of Canadian Diversity Policy,* bridging several subjects that the Department is exploring in depth through a mix of working groups and commissioned papers. Jane Jenson will be conducting the analysis of the findings and crafting the strategic policy recommendations emerging from them.

- In July, the Family network launched the **Social Cohesion Nexus** – a list-serve and Web archive of the latest summaries of research and research events about social cohesion. Summaries are e-mailed to subscribers every three weeks, archived on the CPRN **Social Cohesion Nexus** Web site, and mirrored on the federal government's social cohesion Web site. To subscribe to the **Social Cohesion Nexus**, visit the Family Network's home page at: http://www.cprn.org/cprn-n.html

Information Technology, Health and Health Care: A View to the Future

The information society and the information economy are creating profound changes in all aspects of our lives – culturally, socially and economically. But the next 25 years will see even greater changes (see Box on p. 9). Even the way health care is delivered and medicine is practiced will be dramatically affected. In response, CPRN undertook the **Towards a New Perspective on Health Policy** project. Included in that research project is an examination of how information technology* (IT) may affect health status and the delivery of health care in Canada in the 2020s.

> **The information society and the information economy are creating profound changes in all aspects of our lives**

Part of the overall research design involved scanning the literature and sponsoring a one-day workshop in which participants considered a set of four alternative societal scenarios and the implications for health and health care. In "Information Technology, Health and Health Care: A View to the Future," CPRN Discussion Paper No. H|02, which is a product of that process, consultant Trevor Hancock and CPRN researcher Phil Groff focus on the ways IT could potentially transform the economic, social, and biological determinants of health and revolutionize the practice of health care.

The direct effects of IT on health care technology are already quite evident – better diagnostic, monitoring, and surgical equipment, sophisticated prostheses and miniature aids for the disabled, better technological support for self-care and independent living. And future developments in these areas will,

no doubt, continue to have an enormous effect on health consumers. But Hancock and Groff conclude that IT's greatest effect, by far, will be its impact on broader and, often more critical, influences on health.

These broader influences include: the changing role of the State and national identity in the globalized era; new concepts of community, independence and control; the shifting boundary between public and private space; our changing social roles and relationships, specially in the workplace; and in particular, movement towards or away from social equality.

The paper describes the four alternative scenarios developed by the CPRN team and presented to workshop participants:

- "The Market Triumphs," a future dominated by powerful private sector corporations;

- "Evidence-based Government," a future of rational and regulated change;

- "Healthy Communities," a more decentralized, environmentally sustainable and diverse future; and

- "Harder Times," in which the worst fears of the pessimists of the late 1990s have come true.

*IT includes computer-based technologies and the communications technologies, which make computers available, worldwide, to people in their homes, workplaces and communities.
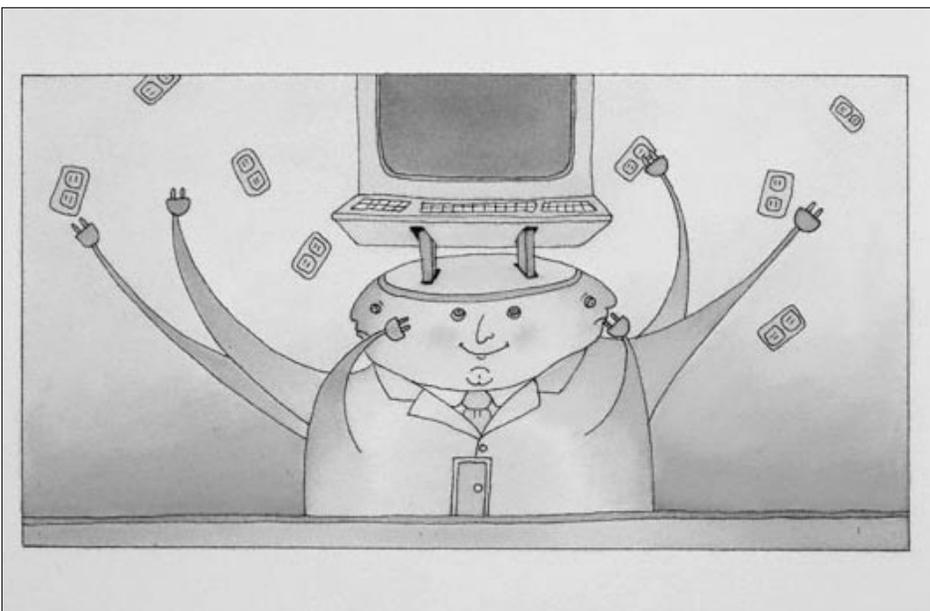
When participants sized up the implications of IT for health and health care in these different value contexts, the following themes emerged:

- Technological change and social inequality will continue, with tension between local values and local control on the one hand, and global values and global control (corporate or government) on the other;

- While IT holds out a hope of greater knowledge, power and participation for the average citizen, there is also the potential for either the government or the private sector to play a Big Brother role;

- IT cannot be looked at in isolation because it is societal values and social and economic conditions that determine its impact.
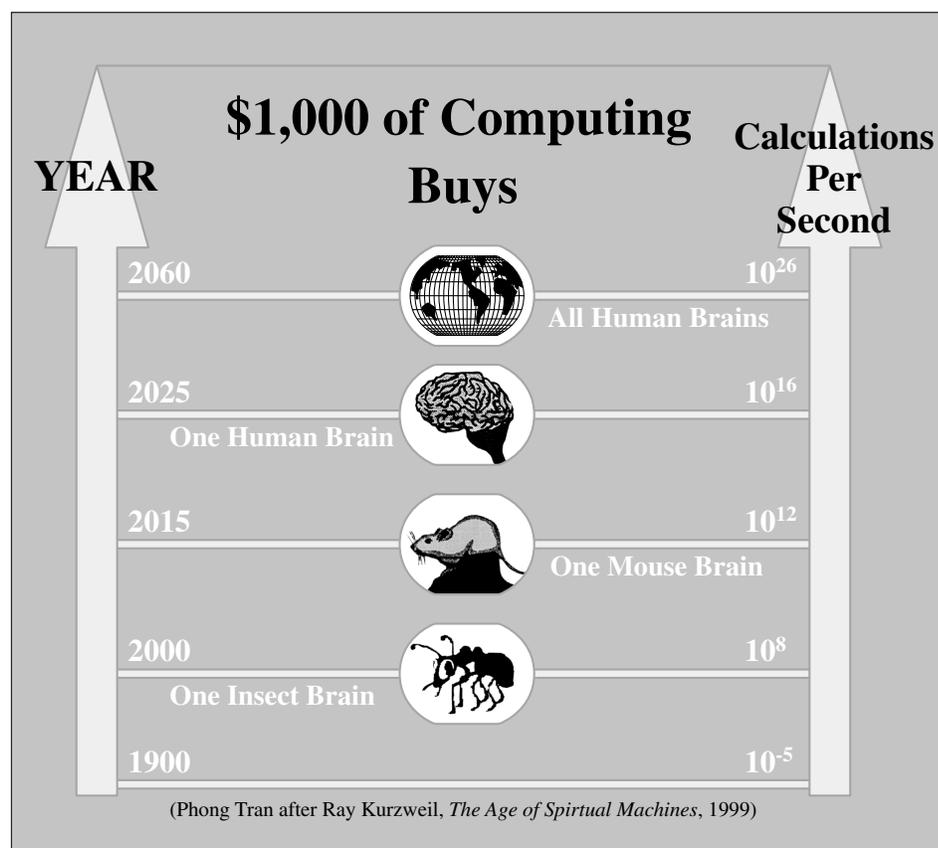
The reality is that the kinds of changes the new technologies will bring will probably go beyond anything we can imagine – a fact that makes policy choices exceedingly difficult. (These choices have to do with how IT is used, to what end, and what values and principles will guide its use.) But the consensus at the workshop was that policy choices will most certainly either serve to increase inequality or reduce it, and this has important implications for health. Health and inequality are inversely related.

Hancock and Groff recognize that the new technologies have enormous potential for democratizing society. However, they note that this is not something that will happen automatically. Rather, it depends on such factors as: who owns the technology, who controls access to it, who selects the information it disseminates, and the degree of technical literacy on the part of the citizen-consumer. Unless these considerations are taken into account, the democratizing potential of ITs will not be realized. The question of whether ITs allow citizens to participate more fully in decisions about health and health care – in fact, in decisions in all areas of their lives – depends on the creation of

public policy that strives to make that goal its objective.

"Fresh information does not lead to certainty," says Sholom Glouberman, Director of CPRN's Health Network. "The idea that ITs will lead to a firm conviction about where policy should go is not valid. In fact, there are some very significant choices for government and society that will determine the shape of people's lives."

But if individual citizens are allowed greater control over the forces that shape their lives, then the potential exists for greater social equality, and hence better health outcomes.

YEAR	$1,000 of Computing Buys	Calculations Per Second
2060	All Human Brains	10^{26}
2025	One Human Brain	10^{16}
2015	One Mouse Brain	10^{12}
2000	One Insect Brain	10^8
1900		10^{-5}

(Phong Tran after Ray Kurzweil, *The Age of Spirtual Machines*, 1999)

What People *Really* Care about in the Workplace

Ask anyone of employable age and they're likely to be adamant – the workplace not only has changed but continues to do so. Everything is in a state of flux – from the kind of work that people do, to the ways in which they do it, to the sort of relationships they have. Perhaps because of the rapidity with which this is occurring, much has yet to be learned about the nature of these changes. Of particular interest to CPRN's Work Network is the effect on people's actual work experiences – and whether these experiences meet their expectations.

To better understand this, CPRN conducted a survey as part of the larger **Changing Employment Relations** project. This process, which took place during the winter, involved 2,500 employees and self-employed individuals from all sectors across the country. Recently, more intensive focus group sessions were held.

"We wanted, through this survey, to get an understanding of how underlying relationships of employment are changing," says Graham Lowe, Work Network Director. "So we looked at such issues as trust, commitment, commu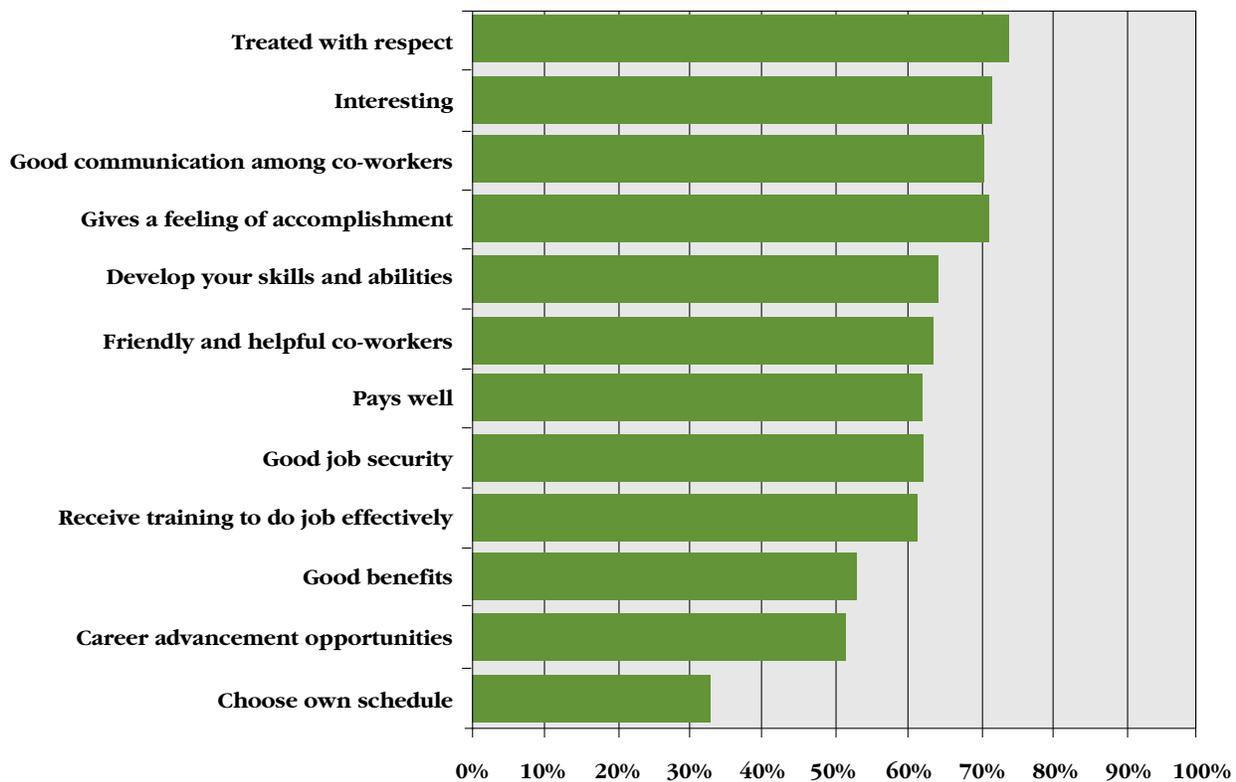nication and the legal aspects of organizations. To probe further, we also asked what was important for them in a job (see Box 1) and whether they had these expectations met. This tapped into people's actual experiences at work."

As a result of this process, it was possible for people to see in a very concrete way the kind of "Job Quality Deficit" they were experiencing – the gap between what people want and what they have in their jobs (see Box 2). The most pronounced Job Quality Deficits were found in:

■ Opportunities for advancement

■ Benefits

What Workers Consider "Very Important" in a Job, Canada, 2000

Category	
Treated with respect	~73%
Interesting	~71%
Good communication among co-workers	~70%
Gives a feeling of accomplishment	~71%
Develop your skills and abilities	~64%
Friendly and helpful co-workers	~63%
Pays well	~62%
Good job security	~62%
Receive training to do job effectively	~61%
Good benefits	~53%
Career advancement opportunities	~51%
Choose own schedule	~33%

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

Source: CPRN-Ekos Changing Employment Relationship Survey, Winter 2000 (n = 2,500). Preliminary data; do not cite.

- Pay
- Time scheduling
- Balancing work and family
- Job security
- Job training

But if people are being productive, doing their jobs, and getting a living wage for them, why care about quality of work? Lowe says it actually matters very much – to employers, as well as employees.
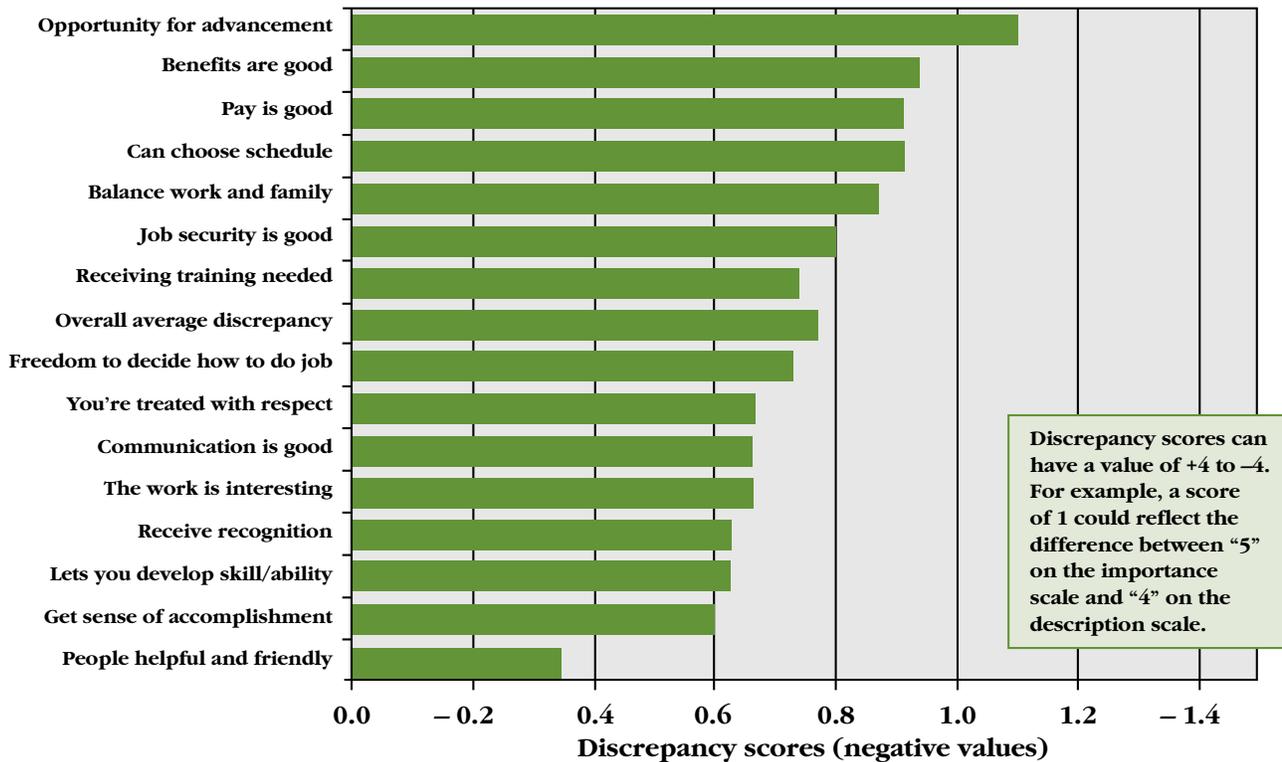
"Job satisfaction and morale are very important to employees, while turnover rates and absenteeism matter to employers," he says. "And both employees and the self-employed express a desire to be more effective in what they do, and to develop their skills and abilities. In fact, when you look at what is really important to people," adds Lowe, "you find that they put a great deal of emphasis on being treated with respect, on doing interesting work, on having good relations with their colleagues, and on achieving a sense of accomplishment. Pay and job benefits, while important, actually come lower on the list. This is true, even though they are the reward for work and there are often big gaps between expectations and reality."

These preliminary research findings have important policy implications. In part this is because policy in the past has been designed to fit a structural model of employment. In this model, the worker's experience has not been considered important. But looking at relationships, says Lowe, makes it possible to "re-map the labour market from the perspective of workers' experience. Individuals and organizations must talk more in a relational perspective so that policies can support good employment relations, as opposed to simply emphasizing employment structure."

BOX 2

The "Job Quality Deficit": Comparing What Workers Want in a Job with What They Actually Have

Category	Discrepancy score
Opportunity for advancement	1.1
Benefits are good	0.93
Pay is good	0.91
Can choose schedule	0.91
Balance work and family	0.87
Job security is good	0.80
Receiving training needed	0.74
Overall average discrepancy	0.77
Freedom to decide how to do job	0.73
You're treated with respect	0.67
Communication is good	0.66
The work is interesting	0.67
Receive recognition	0.63
Lets you develop skill/ability	0.63
Get sense of accomplishment	0.60
People helpful and friendly	0.35

Discrepancy scores (negative values)

Discrepancy scores can have a value of +4 to −4. For example, a score of 1 could reflect the difference between "5" on the importance scale and "4" on the description scale.

Source: CPRN-Ekos Changing Employment Relationships Survey. Preliminary data; do not cite.

Making Ethical Social Policy

The people who attended a Spring community forum in Ottawa entitled "Faith, Ethics and Social Policy" were no strangers to social policy issues. The majority of them belong to Christian denominations and, for years, have been attempting to get government officials and policy-makers to design social policy with a view to creating a caring society. Their frustration stems from a sense that no one is listening.

Rev. Garth Bulmer, Chair of Faith Partners, an interfaith group and co-sponsor of the forum with the Interfaith Social Assistance Reform Coalition, put it this way: "We strive to help the faith community play a role in social policy decisions and to represent values in society. We hope, in this forum, to build bridges so that we can do more than just talk to ourselves."

It was in this context that Judith Maxwell, President of CPRN, gave the keynote address. She presented an overview of social trends based on the CPRN Family Network study *Comparative Family Policy: Six Provincial Stories*. By providing a broad survey of trends over the postwar period in social policy, she said, it is possible to get a better understanding of the cross-currents coming into play at the beginning of the 21st century.

Community respondents included David Stewart-Patterson, Senior Vice-President for Policy Concerns at the Business Council on National Issues, Sue Garvie, Director of Cornerstone/Le Pilier Centre for Women and Chair for Public Awareness for the Alliance to End Homelessness, and David Pfrimmer, Chair of the Interfaith Social Assistance Reform Coalition and Director of the Institute for Christian Ethics at the Waterloo Lutheran Seminary.

> **"We strive to help the faith community play a role in social policy decisions and to represent values in society."**

Maxwell focussed on three major eras of social policy: the "Construction Era," (post-WWII, in which Canadians invested in building the country socially, as well as economically); the "Retrenchment Era," 1975 to 1995, in which social programs moved from universality to targeting); and, the present, which she optimistically called the "Renewal Era."

However, Maxwell pointed out that the poisonous atmosphere between the federal government and the provinces is a barrier to this "renewal." In addition, globalization has reduced the room for manoeuvre with calls for tax changes and free movement across borders. The guiding principle for moving forward, she said, should be to help people to become self-reliant within the principles of social justice.

Drawing a chart based on research conducted by Ekos Research Associates, Maxwell discussed the core values of Canadians. Of particular interest to participants was the fact that conservative voices, albeit very powerful, are the minority. "Although on a daily basis, it doesn't feel that way," said Maxwell. She built on the idea that most

Left to right: David Pfrimmer, Sue Garvie, David Stewart-Patterson, Judith Maxwell

Canadians are still willing to pay taxes if the purpose of those taxes is to build community and self-reliance.

> **The guiding principle for moving forward… should be to help people to become self-reliant within the principles of social justice.**

David Stewart-Patterson noted that no business leader wants a country of inequality. "Our part of the debate," he said, "is to recognize that economic and social policy aren't two sides of a mirror. Economic policy is a means to achieve social ends. But we have to not only meet today's needs, but sustain them over time – and we can do that if we all work together."

For his part, David Pfrimmer called for a widespread debate on "how to do ethics in the public realm. We've lost that capacity," he said. "And the fundamental debate should be, not 'Will there be justice?' but 'What form of justice will prevail?'"

Greg deGroot-Maggetti, policy researcher for Citizens for Public Justice (CPJ, an ecumenical Christian organization concerned with promoting justice in public life) said that Maxwell's presentation brought focus, clarity and perspective to the discussion.

"I was most struck by her comment that inequality is entrenched in our economic system," says deGroot-Maggetti. "What disappointed me is that the only kinds of responses we as a community seem to make are remedial ones – low-wage supplements, more volunteer work. Is there not some way to address both the way in which inequality has become entrenched and to work to transform the economy in order to bring about a better distribution of wealth and income?"

Charity or Social Justice?

Sue Garvie, Chair for Public Awareness for the Alliance to End Homelessness says it is time to move from a "charity" model to a "justice" model. "Charity is about the goodness the giver is showing. Justice starts from the premise that people have the right to live a certain kind of life – with food in their stomachs and roofs over their heads."

CPJ's Greg deGroot-Maggetti says responses to the water-contamination tragedy in Walkerton, Ontario, underline the distinction. "The charitable response is to send bottled water," he says. "The social justice response is to gladly pay taxes to go towards the responsible and efficient testing of water by government to ensure its safety. When this kind of social investment is made successfully, it isn't noticed. But when it doesn't happen, we realize how desperately we need to invest on an ongoing basis in the social good."

CPRN Changes the Way It Is Governed

When CPRN neared its fourth year of operation, the Board of Directors commissioned an independent evaluation of the organization. Separating the function of the President from the Chair of the Board was one recommendation. This was implemented on February 25, 1999, when board member, Arthur Kroeger, was appointed independent Chair.

Arthur Kroeger

"This reflects the practice of many other organizations," he says. "The idea is to separate the function of

oversight, which is the board's responsibility, from the management function, which is the CEO's responsibility. The CEO sits on the board and acts as a bridge between the board and the organization, but it is important to distinguish between the fiduciary function and the management function."

Kroeger adds that some boards meet without anyone from management being present. This allows the board to raise issues and discuss them in an environment of complete independence. "We have not done that often in the past and won't be doing it often in the future," he says. "But periodically it can, and should, be done. Certainly we will continue to meet without management when discussing compensation issues."

PUBLICATIONS

"Social Cohesion: A Critique." Paul Bernard. CPRN Discussion Paper No. F|09. December 1999. 28 pp.

This essay builds directly upon CPRN Family Network Director Jane Jenson's study *Mapping Social Cohesion: The State of Canadian Research* and other studies by CPRN. Bernard has added considerable value to the debate by rigorously analyzing the tensions among the values of solidarity, equality, and liberty, and by adding a new dimension to the five dimensions of social cohesion as set out by Jenson.

"Pay Differences between the Government and Private Sectors: Labour Force Survey and Census Estimates." Morley Gunderson, Douglas Hyatt and Craig Riddell. CPRN Discussion Paper No. W|10. Human Resources in Government Series. February 2000. 73 pp.

Gunderson, Hyatt and Riddell present a detailed comparison of compensation levels in the public and private sectors. The statistical analysis removes the effects of differences in employee characteristics between the two sectors and presents detailed results for the major occupational groups represented in government workforces. Results show that identification of an overall "pay premium" is overly simplistic – there are, in fact, considerable differences in the size of the premium across occupational groups and for women compared to men. In essence, pay scales in government are compressed compared to the private sector, with important implications for workers at both ends of the pay scale.

"Outsourcing of the Engineering Design Process in the Alberta Transportation and Utilities Department." Sandra Rastin. CPRN Discussion Paper No. W|09. Human Resources in Government Series. December 1999. 43 pp.

This case study describes the details surrounding the restructuring of the Engineering Design Process, situating the outsourcing of the work of this unit in the larger concurrent restructuring and downsizing of the Alberta Transportation and Utilities Department in 1995. This case study identifies the impacts of this restructuring and outsourcing initiative on human resources practices, employees, and the union.

"Aeronautical and Technical Services – Natural Resources Canada." Joseph Peters and Katie Davidman. CPRN Discussion Paper No. W|08. Human Resources in Government Series. December 1999. 30 pp.

CPRN's Peters and Davidman examine the adoption of a number of significant operational changes by the Aeronautical and Technical Services Branch to improve quality, client service, and organizational performance. The changes include ISO 9001 registration, activity-based costing and the National Quality Institute's Fitness Test, all of which have been implemented in a context of substantial departmental and governmental downsizing and restructuring.

"'Industry Self-Management' as a Strategy for Restructuring Government: The Case of the Ministry of Consumer and Commercial Relations (MCCR) and the Technical Standards and Safety Authority (TSSA) in Ontario." Zsuzsanna Lonti and Anil Verma. CPRN Discussion Paper No. W|07. Human Resources in Government Series. December 1999. 43 pp.

This case study describes the introduction of "industry self-management" (ISM) at the Ministry of Consumer and Commercial Relations in the Province of Ontario. ISM involves the transfer of responsibility for administering legislation and regulations from government to industry. The case study provides an evaluation of the short-term impact of this organizational change on services and stakeholders – the public, employees, unions, the industry, and government.

"Restructuring the Corporate Function in Government: A Case Study of the Integrated Justice Sector Corporate Services Division in Ontario." Zsuzsanna Lonti and Anil Verma. Discussion Paper No. W|06. Human Resources in Government Series. December 1999. 23 pp.

In this case study, Lonti and Verma examine the changes that took place when the corporate services functions of two ministries in the Province of Ontario were merged for greater efficiency. This was the first shared-services delivery mechanism created in Ontario and it served as a model for other similar restructuring efforts. This case study reports on the impact of the restructuring on the corporate services function, on the ministries, on employees and on the union.

IN THE MEDIA

Work Network Director Graham Lowe's book, *The Quality of Work: A People-Centred Agenda,* recently published by Oxford University Press, has been receiving considerable media attention. **Quill and Quire** and **The Edmonton Journal** published favourable reviews, and columnists in **The Toronto Star** and **The Globe and Mail** featured the book. Local **CBC Radio** programs in 12 cities across the country ran interviews with him on the quality of the workplace. A commentary by Lowe that linked quality of work to productivity ran in **The Toronto Star**. The **CBC TV** program *Newsworld Reports* interviewed him on the same subject.

A report by the Vanier Institute of the Family on the inadequacy of family income in the face of child-rearing costs prompted reporters to contact Judith Maxwell for comment. Her views appeared in 19 newspapers across the country, in both French and English. Maxwell also participated in a **CBC TV** Town Hall on the February budget, which received coverage in **The Ottawa Citizen**, **The Toronto Star**, and **The Globe and Mail**.

The **Best Policy Mix for Canada's Children** project continues to get widespread media attention across the country.

SPONSOR CORNER

The Atkinson Charitable Foundation provides grants for innovative, Ontario-based projects that focus on either Early Childhood Education and Development or Economic Justice. The Foundation is committed to a pro-active approach, and focuses on activities that promote social and economic justice. Its operating principles include valuing: radical, innovative ideas, community involvement, partnerships, and diversity of mind, experience and people.

The Atkinson Charitable Foundation has supported a number of CPRN projects including The Best Policy Mix for Canada's Children, and the Quality of Employment Indicators Workshop (held in May). It is currently supporting CPRN's Quality of Life Indicators Project.

Quality of Life: What Is It and What Does It Mean for Economic Success?

To most citizens, Canada's quality of life gives it an economic advantage. Its distinctive social infrastructure, its rich resources and wide open spaces, and its well-educated people should be enough to ensure that good jobs will be created here. This logic leads to a preference for social investment over tax cuts.

The corporate elite agree that quality of life is important. But they believe that safe streets, a good education, and access to good health care are not unique to Canada and can be purchased almost anywhere at a reasonable price. Under intense pressures from global competition and North American integration, they have to be able to demonstrate that locating jobs in Canada will produce *a higher rate of return* than other possible locations. This explains why they lobby so aggressively for lower tax burdens, even though that means less funding for the social infrastructure.

These two views of the world appear to be in complete contradiction. Citizens are rooted in community. Their focus is on the longer term – how they will be protected in their old age, how their children and grandchildren will be supported as they grow up.

Businesses are playing on the global playing field, where industries are being transformed by freer trade, by emerging technologies, and especially by the Internet. In this world, time frames are short, and keeping costs down is the imperative. In the business milieu, quality of life is an out-come of economic success. This was certainly true in the era of the resource-based economy, where most jobs were manual jobs.

In a knowledge-based society, how-ever, the linkages are more circular. A robust economy does create the wealth to support good health care and public education. But, today, a robust economy depends on the skills and creativity of a broad cross-section of knowledge workers. Even the mining industry, these days, makes extensive use of robots and information technologies.

New theories of economic growth focus on the need for a population with a high standard of education, across all income groups. And the two biggest influences on education outcomes are: first, parents' own education; and second, the capacity of early childhood and public education systems to ensure that all students reach a high standard of learning, no matter what their income and parental background.

Even Lester Thurow, former Dean of the Sloan Business School at MIT, puts "human capital" at the top of the list of three ingredients that go into constructing a successful mod-ern economy. "Only skills can lead to First World wages," he wrote in *The Globe and Mail* on June 5th. The other two ingredients are the quality of the infrastructure, and support for R&D.

Thurow also emphasizes the impor-tance of distributing the fruits of economic growth equitably. He blames the growing wage gaps in Canada and the United States on the fact that "workers with a high-school education or less simply don't have the skill base with which to compete in a global economy."

Here is the fundamental link between the longer-term concerns that preoccupy citizens and the shorter-term calculus of the business community. Investing in Canadians and their ability to participate in the global economy will make us both more competitive and will con-tribute to a higher quality of life.

Economic success, quality of life – two sides of the same coin. You can't have one without the other.

President
Canadian Policy Research Networks