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CPRN is a national not-for-profit research institute whose mission is to create knowledge and lead public debate on social and economic issues important to the well-being of Canadians, in order to help build a more just, prosperous and caring society.

## Cracking the Good Job Barrier

Education has never been more important in shaping young people's life chances. Social class, ethnicity and gender still influence chances for economic and social success. But increasingly, they do so by affecting access to and success in education.

The rise of information and communication technologies, the global marketplace, and greater personal responsibility and autonomy in all aspects of life, have made knowledge and skills essential to economic success. Young people with lower qualifications run a higher risk of long-term unemployment, or unstable and unfulfilling jobs. Of course, the individual and social consequences extend well beyond that.

The project on Young Adults with Low Levels of Education (YALLE), directed jointly by CPRN and the Organisation for Economic

Co-operation and Development (OECD), responds to these concerns.

*From Education to Work: A Difficult Transition for Young Adults with Low Levels of Education*, was prepared by



Patrice de Broucker, Senior Researcher with CPRN's Work Network, with contributions from the members of the OECD's INES Network B and the Indicators and Analysis Division of the OECD Directorate for Education. The report examines the make-up of the YALLE group in 25 OECD countries and the conditions that hinder or promote their successful transition from initial education to a decent job.

(Continued on page 2)



# Democratic Renewal

(Continued from page 1)

The research shows the YALLE group is heterogeneous, with immigrants and women (though less numerous than men) being particularly disadvantaged. Interestingly, it finds that while young adults with lower qualifications come disproportionately from families with low levels of parental education, in Canada about two-thirds come from families with higher levels of education. Policy responses need to be tailored to such complexities, as well as the peculiarities of national labour markets.

The seeds of educational disadvantage are sown early. *From Education to Work* calls for early intervention to curtail the risk of young people leaving school prematurely and concludes with suggestions for further research.

For a hard copy of the report at a 20% discount, visit the OECD On-line Bookshop at: [http://www.oecdbookshop.org/oecd/promotions1.asp?cid=Bfrom\\_educ\\_to\\_work](http://www.oecdbookshop.org/oecd/promotions1.asp?cid=Bfrom_educ_to_work)

Note: A companion report by de Broucker, focusing on the Canadian situation and its policy implications will be released later this year.

The shenanigans on Parliament Hill, the impression that parliamentary discourse has reached a new low in terms of civility, and a sense of a growing gap between electors and elected, have all kept the topic of democratic reform high on the public agenda.

In a recent presentation to CPRN's Board of Directors, Mary Pat MacKinnon, Director of CPRN's Public Involvement Network addresses the current malaise in Canada's democratic system, its causes and symptoms – popular alienation from the political process, resistance to change and so forth. She

considers the contribution that deliberative processes can make to democracy and reviews a number of recent initiatives across the country (P.E.I., Ontario, B.C., N.B.) designed to effect democratic renewal.

She goes on to look at the role of institutional reform – of the electoral system, of political parties and legislatures themselves. MacKinnon emphasizes the importance of a cultural transformation that raises civic literacy and engagement between elections, and she raises questions about the role of the mass media in contributing to that change.

She concludes with a number of provocative questions.

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## Sustainability: An Ethical Challenge

Sustainability, long a vital concept in the environmental movement, and among certain far-sighted economists, is becoming an important concept in the social policy sphere.

Judith Maxwell, President of CPRN, tackles that topic in *Sustainability: A Long-Term Strategy*, a presentation to the Canadian Association for Business Economics/Ottawa Economics Association Spring Policy Conference in Ottawa.

Maxwell contrasts the focus on sustainability – “making decisions that meet the needs of the present without compromising the ability of future generations to meet their needs” – with the short term focus of the traditional political cycle. She

poses the challenge of sustainability as an ethical one – we do not have the right to consume the future.

She applies this concept to two examples: an ageing society and an efficient health care system. She grapples with how to shift from our current unsustainable approach to a sustainable alternative and makes suggestions for change.

Maxwell makes the case for a concerted effort to plan for sustainability, arguing that to leave it to the market to force such change upon us will cost more and leave victims in its wake.



# Citizens' Role in Health Care Accountability: Canada Lags

It is the quality, not the quantity, of citizen participation in decision-making that is the key to greater accountability and effectiveness in health care.

This is the thrust of the latest of CPRN's Health Care Accountability Papers.

***Hamstrung and Hogtied: Cascading Constraints on Citizen Governors in Medicare*** is by Colleen Flood, Canada Research Chair in Health Law and Policy, Faculty of Law, and Department of Health Policy, Management and Evaluation at the University of Toronto, and Tom Archibald, Research Associate and S.J.D. Candidate, Faculty of Law at the University of Toronto.

The authors explore the role citizens can play in improving accountability at five different levels in the health care system: (1) federal and provincial governments and health ministries, (2) inter-provincial agencies and provincial quality councils, (3) regional health authorities, (4) hospital boards, and (5) self-regulating professional colleges and professional associations.

“Accountability is the Achille’s heel of public health care in Canada,” says Flood. “but we need to be very clear on what we expect it to achieve before we institutionalize it.”

Flood and Archibald see the role of citizen governors as two-fold:

- To provide a check on the political accommodations between governments and other interest groups, like doctors, and to better ensure the values, needs and interests of citizens are adequately reflected in decision-making, and
- To ensure that experiential knowledge from patients and local organizations is considered in decision-making.

“To achieve these goals demands careful institutional design to make sure the citizens’ role is not subject to ‘capture’ by providers, experts and government officials,” says Flood. “No rigorous thought has been given to this task in Canada to date.”



In fact, the authors find Canada’s failure to make rationing and resource allocation decisions more transparent and to include citizens in decision-making processes show it has much to learn from other countries they studied.

They suggest, for example, that Canada might consider the Australian model of funding grassroots citizen and consumer groups through a central agency. The goal is to get citizens more involved with decision-making at all levels.

They warn, however, that citizen involvement is not a panacea. Including citizens in decision-making entities without the power to

influence outcomes can breed cynicism and passivity. At times, accountability might be better achieved through improved reporting on performance. In still other situations, what may be required is a fair, accessible, hearing process to allow individuals to challenge Medicare decision-making.

“In the end,” says Flood, “the measure for evaluating citizen governance should be the extent to which it truly improves the level of accountability for, *and* the overall quality of, decision-making. Every participatory initiative should clearly meet that test.”



# Bringing Workplaces Within the Law



Canada's system of employment standards is not working as well as it should.

Too many workers are unaware of their rights, are unprotected or are too vulnerable to protest. Too many employers are under competitive pressure to cut corners, don't know the law, ignore it, or escape inspection for compliance.

These are among the findings of a new study published jointly by CPRN and the Institute of Public Administration of Canada.

***New Approaches in Achieving Compliance with Statutory Employment Standards***, by Ron Saunders, Director of CPRN's Work Network, and Patrice Dutil, Director of Research, of The Institute of Public Administration of Canada, calls for creating a "*culture of compliance*" regarding employment standards in Canada. The authors propose a mix of tools for achieving that goal efficiently and effectively.

The paper is the result of a literature search, interviews with representatives of the public and private sectors, unions and NGOs from across Canada and in the United States, United Kingdom, and New Zealand, and a roundtable to assess an earlier draft.

All Canadian jurisdictions legislate minimum standards for such things as wages, overtime pay, paid vacations and public holidays, maternity or parental leave.



"Without such laws, workers with the least power in the workplace can be victimized," says Saunders. "But laws are ineffective if

governments fail to promote and enforce them."

Vulnerable workers aren't the only ones to benefit from minimum employment standards. Workers who are treated fairly are more productive. They also rely less on expensive social programs for assistance. Proper enforcement of the law prevents non-compliant employers from undercutting fair employers.

Compliance with employment standards has become more of an issue for a number of reasons: the global competitive environment increases pressure on employers to cut costs; the proportion of the labour force in non-standard work relationships (part-time, temporary, self-employed) has grown, and; the number of workers who are low-paid, or without benefits or union protection remains sizeable.

"Many government agencies across the country are trying to come to grips with this challenge," says Dutil. "We suggest a mix of tools to make the best use of limited resources and to target areas of greatest need."

Among the authors' recommendations:

- ◆ *Promoting Awareness* – Partner with employers, unions and NGOs to inform employers and employees of their rights and responsibilities. Target new entrants to the labour market and also employers in high risk sectors.
- ◆ *Improving the Complaints Process* – Recognize the most vulnerable are unlikely to complain. Use self-help kits and mediation appropriately, and allow anonymous complaints.
- ◆ *Detecting Violations/Active Audits/Measuring Compliance* – Complaints should trigger wider inspection of the workplace. Undertake random audits of high-risk sectors and use the findings to measure compliance over time. Share information about non-compliant employers among agencies regulating different aspects of the workplace.
- ◆ *Penalties* – For deterrence, there should be real penalties, over and above restitution of a claim, for serious violations. Publish the identity of offenders. Hold corporate directors liable for employment standards violations.
- ◆ *Training of Enforcement Staff* – to ensure consistency.

Measures like these will probably require a temporary increase in resources, the authors say. But once a culture of compliance is established, they argue, there will be a decline in the rate of violations and in enforcement costs.

"Workers should benefit in reality and not just on paper from the laws designed to protect them," concludes Saunders. "And fair employers should not be undercut by those who persistently violate basic standards."

# The Non-profit Sector in a Place-based Policy World

The value of the non-profit sector has never been clearer. In addition to its age-old role of providing social goods and services that the market and public sectors have failed to deliver adequately, the sector is a key player in the new social policy era.

So argues David Hay, Director of CPRN's Family Network, in *The Social & Non-Profit Agenda*, a presentation to the VON Canada Education and Reflection Retreat in Toronto.

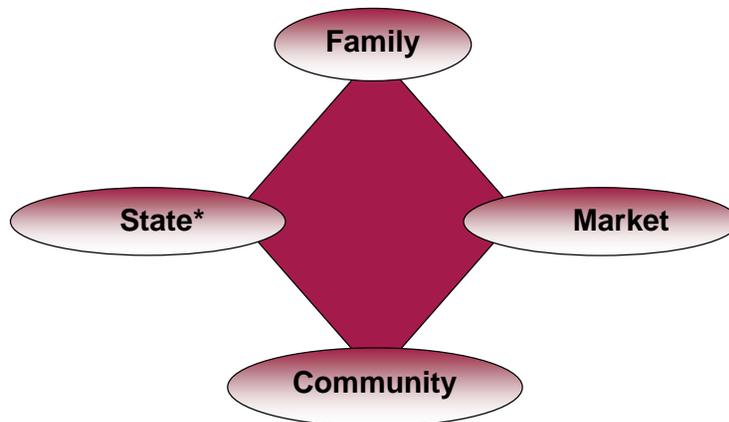
Hay reviews what we know about the sources of community well-being, employing CPRN's trademark "Well-Being Diamond" which demonstrates the shared responsibility of families, communities, the market and the state. He adds what we know of the essential

determinants of population health, many of them related to "local" conditions. He then re-iterates the importance of place-based public policy, founded on access to local knowledge and networks, local experience and community character.

Collaborative governance is the new watchword, and in that project the non-profit sector has a vital role to play, Hay maintains. Despite the challenges inherent in funding regimes, reporting requirements and regulations, the sector is still a major source of social innovation. Its committed workforce, experience, knowledge, flexibility and creativity, its entrepreneurial capacity and its holistic approach are its strengths. Hay suggests that non-profits are well placed to play an increasingly important part in place-based policies of the future.

Collaborative governance is the new watchword, and in that project the non-profit sector has a vital role to play, Hay maintains.

## The Well-Being Diamond



\*State includes governments (federal, provincial, territorial and municipal) and core public services such as education and health care.



# Taming of the Queue II: Managing

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A recent Supreme Court ruling has made the already hot issue of health care wait times even hotter.

The Court's finding that Quebec's ban on private insurance for services covered under medicare contravenes the province's Charter of Rights has been much analyzed. But the Court's observations on wait times leave the impression that little has been accomplished. Nothing could be further from the truth. This emphasis on the negative does a disservice to the real progress that is being made across the country.

The September 2004 meeting of First Ministers named reducing wait times for key surgical procedures a priority. And the federal government is providing significant funding to support the provinces in their efforts in this area.

But this is not simply a top-down process. CPRN's Health Network recently helped organize the second symposium on wait times for the Canadian Medical Association, the Association of Canadian Academic Healthcare Organizations, the Institute of Health Services and Policy Research, the Canadian Institutes of Health Research, and the Canadian Institute for Health Information.

The colloquium brought together 150 participants – government representatives, health policy analysts, health professionals and others – to assess progress being made across the country, and to identify the challenges remaining, the latest research developments and future plans for wait list management.

*The Taming of the Queue II*, a report on the colloquium by the Director of CPRN's Health Network, Tom McIntosh, provides a province-by-province overview of recent developments in wait-time management, as well as summaries of conference presentations by experts from Canada and abroad.

McIntosh and a number of presenters note the important progress to date, the readiness of provinces to learn from each other, and the degree of consensus on the research gaps and remaining challenges.

## Colloquium Presentations

The following colloquium presentations are available on the CPRN Web site:

*Achieving Timely Access: Improving Wait Times for Surgery in British Columbia*, Penny Ballem

*Putting Patients First: Taming of the Queue 2*, Margaret King

*Managing Surgical Care Access*, Mark Ogrady

*Taming of the Queue II: Manitoba's Initiatives*, Pat Hosang

*Ontario's Access to Services and Wait Time Strategy*, Peter Glynn

*Utilisation du logiciel SGAS pour la gestion des files d'attente en radio oncology au QUÉBEC*, Louise Turgeon et Micheline Gagnon

*Improving Access to Health Care: New Brunswick's Approach*, Cheryl Hansen

*Nova Scotia Wait Time Monitoring Project: Measuring and Monitoring*, Brenda Ryan

*Excessive Wait Times in a Urban Emergency Department*, Keith Dewar



# Health Care Waiting Lists

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*Wait time Initiatives in Newfoundland and Labrador*, Regina Coady

*Reducing the Wait for Wait Times Data*, Glenda Yeates

*Challenges in Developing National Benchmarks for Waiting Times*, Jack V. Tu

*Maximum Acceptable Waiting Times: A Critical Input to National Benchmarks*, Tom Noseworthy

*The Wait Time Alliance*, Ruth Collins-Nakai

*Driven by Data, Consensus & Concern*, Kevin Glasgow

*Reducing Wait Times For Cancer Management: The State of the Art*, Brent Schacter

*The Art of the Possible: Reducing Wait Times in Priority Areas: Diagnostic Imaging*, George Murphy

*Nova Scotia's Approach to Managing Joint Replacement*, Brenda Payne

*Waiting Time for Sight Restoration*, Lorne Bellan

*Reporting Role of the WGWTA*, Les Vertesi

*Taming the Queue*, Robert McMurtry and Les Vertesi

*Elective Services in New Zealand*, Ray Naden

*Access, Quality & Satisfaction: The Veterans Health Administration Experience Implementing Advanced Clinic Access*, William F. Feeley

*Operations Research: Decision Support Tools to Reduce Wait Times*, Michael W. Carter

*Wait Times: Managing the Bottlenecks*, Alain Pavilanis



*Managing Demand and Throughput in Emergency: Capital Health Link and Emergency Inpatient Holding Units*, Ken Gardener

*The Story of Evolution: Health Care Bottlenecks*, Marian Walsh

*Setting Priorities for Wait-list/time Research in Canada*, Morris Barer and Jonathan Lomas



# Diversity Gateway Bigger and Better Than Ever

**Diversity Gateway**, CPRN's special Web site on the changing face of Canada, just got bigger and better and is now available in French.

The brainchild of CPRN's Family Network, **Diversity Gateway** provides accessible data, history, resources and a quick route to CPRN's research and learning on diversity issues.

The Canadian identity has changed radically in the past 40 years or so. Almost one in five Canadians today was born outside Canada. Our changing immigration policy has created one of the most ethnically diverse societies in the world.

Yet, while Canadians report more than 200 ethnic origins, almost 40% of us identify ourselves first and foremost as ethnic Canadians. It's a number that is growing steadily. It is also a measure of our success in making new citizens feel a part of a common project of nation building.

Canadian diversity is a product of policy as well as history. Governments have worked to shape Canada – in law and in practice – as a pluralist democracy with respect for diversity, linguistic duality and the culture and rights of Aboriginal people.

We are not there yet. Racism, discrimination and other barriers can still stand in the way of full inclusion of immigrants, visible minorities and Aboriginal people. Yet, much has been accomplished and there is reason for optimism.

The story of how Canada's "diversity model" developed and continues to evolve is the focus of CPRN's **Diversity Gateway**.

Now we are adding a number of new features:



- *A new section on Young Canadians, including an essay on the history of debates around the voting age, and a look at cities with a high proportion and high population of young people, aged 15-24 years.*

- *The initial contents of the Diversity Gateway are now available in French: this includes Origins: Peopling Canada – Immigration Policy Since 1867 and Diversity at a Glance – statistics on ethnic origins, visible minorities and immigration*
- *Two new "Diversity at a Glance" sections will provide data on: a) language, religion and Aboriginal peoples, and b) young Canadians.*
- *The first part of a historical presentation on Canadian citizenship policy – Defining Canadian Citizenship, 1867-1945 (sections covering the period from 1945 to the present will be added at a later date).*

- *An overview of Statistics Canada's projections for the visible minority population in 2017, with an emphasis on the young demographic.*



**Diversity Gateway** will appeal to: students, parents, teachers seeking organized Canadian content about the role of diversity in the making of Canadian society; Canadian and international policy communities looking to relate diversity research to policy and practice; and interested persons in the general community seeking high quality and accessible information about diversity.

Visit **Diversity Gateway** at <http://www.cprn.org/en/diversity.cfm>

**RBC Financial Group, through its charitable arm, the RBC Foundation, generously supported the building of the Diversity Gateway.**



## Diversity Gateway



# On the Net and In the Media – September 2005

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As of the end of August 2005, the number of discrete visitors to [www.cprn.org](http://www.cprn.org) is up 44% over last year to 739,000 a year. Downloads of CPRN publications continue a record pace at 1,323,000, up 74% over a year ago. Visits to our Web site on workplace indicators, [www.jobquality.ca](http://www.jobquality.ca), are also on the rise hitting 146,000 for the past 12 months, up 47% over the year before.

We now have 113 publications recording more than 5,000 downloads, and 60 with more than 10,000! Recent “best-sellers”, include Ross Finnie and Alex Usher (Work Network), *Measuring the Quality of Post-secondary Education*;

Julie Ann McMullin and Martin Cooke (Work Network), *Labour Force Ageing and Skill Shortages in Canada and Ontario*; Cathy Fooks and Lisa Maslove et al (Health Network), *Data, Data, Everywhere...: Improving Access to Population Health and Health Services Research Data in Canada*; Frances Abele (Family Network), *Urgent Need, Serious Opportunity: Towards a New Social Model for Canada's Aboriginal Peoples*; Cathy Fooks and Lisa Maslove (Health Network), *Rhetoric, Fallacy or Dream? Examining the Accountability of Canadian Health Care to Citizens*; Guylaine Vallée (Work Network), *Towards Enhancing Employment Conditions*; Richard Chaykowski

(Work Network), *Non-standard Work and Economic Vulnerability*; Julia Abelson, François-Pierre Gauvin (Health Network) *Engaging Citizens: One Route to Health Care Accountability*; Joseph Michalski (Public Involvement) *Quality of Life in Canada: A Citizens' Report Card – Background Report*; Jane Jenson (Family Network), *Canada's New Social Risks: Directions for a New Social Architecture*.

Print coverage of CPRN's work in the last quarter has been disappointing. That has been made up in part with better than average electronic coverage on radio and television. The brightest spot continues to be the growing distribution of CPRN publications via electronic newsletters and networks. We suspect that much of the growth in the dissemination of our publications is due to this phenomenon.

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[www.e-network.ca](http://www.e-network.ca)

## News on your Desktop

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# CPRN's 10th Anniversary Project: Engaging Young Canadians on What Matters to Them

Despite all the talk about Canada's changing demography, its aging society and generation gaps, there is little evidence of youth engagement in policy development. Instead, there are signs of disaffection from the political process, the low turnout of youth in elections, for example.

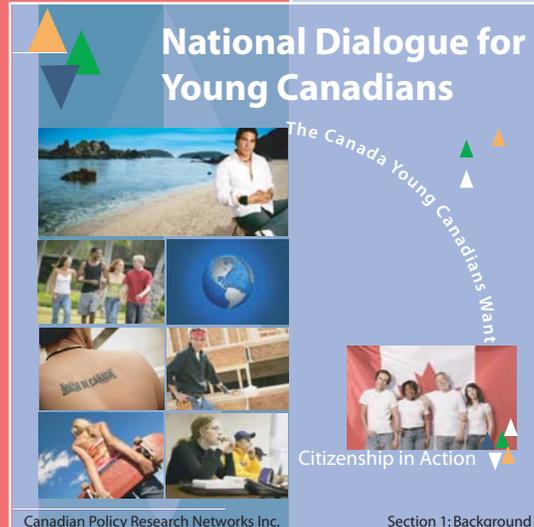
The long-term impact of policies developed without youth input can't help but be sub-optimal. Engaging young Canadians around their priorities, understanding the values that inform their choices, their vision for the future and what they are prepared to do to achieve it will lead to more sustainable and legitimate policies.

To celebrate its 10th anniversary, CPRN is undertaking a three-day National Dialogue and Summit to help bring the voices of young adults (ages 18-25) into Canada's national conversation about our future together. The event will be held November 25-27, 2005, in Ottawa.

Some 160 young people will first share a dialogue with each other and then with 40 decision makers from the public, community and private sectors. The broad theme of their conversation is: *"What kind of Canada do we want? What do we and others have to do to make our vision a reality?"* To make the discussion more concrete, the dialogue will probe four broad issues young people have identified as especially important: learning, work, environment and health.

We expect the Dialogue and Summit for Young Canadians, to:

- ◆ Strengthen relationships between young adults and policy makers.
- ◆ Help shape sustainable public policies as well as the future research agendas of CPRN, governments and employers.
- ◆ Lead to a better understanding of why young people are disengaging from traditional democratic institutions.
- ◆ Raise awareness among young people about the impact of public policy on their lives and the importance of their own role in shaping policy decisions and the contribution they can make to Canadian society.



- ◆ Identify opportunities for action-oriented projects across the country.

The results will be broadly disseminated: to young people and organizations working with youth, through the CPRN Web site, as well as broadcast and print media; and via outreach by CPRN and its project partners to engage broader communities.

We are very pleased that Her Excellency the Right Honourable Adrienne Clarkson, the Governor General of Canada has agreed to be

a Patron of this initiative.

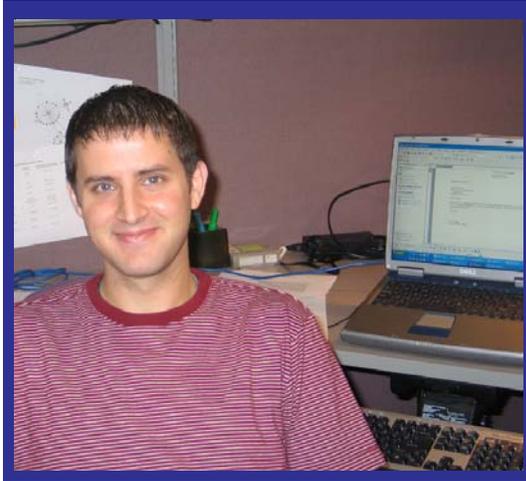
CPRN wishes to acknowledge and thank our funders for their support of this project: Canadian Imperial Bank of Commerce, Department of Canadian Heritage, Government of Canada, Centre of Excellence for Youth Engagement, Citizenship and Immigration Canada, Department of Social Development Canada, J.W. McConnell Family Foundation, The Pierre Elliott Trudeau Foundation, and the Walter and Duncan Gordon Foundation.

For further information, contact Mary Pat MacKinnon, Director of the Public Involvement Network at [mmackinnon@cprn.org](mailto:mmackinnon@cprn.org), Judy Watling, Assistant Director at [jwatling@cprn.org](mailto:jwatling@cprn.org) or Nandini Saxena, Researcher at [nsaxena@cprn.org](mailto:nsaxena@cprn.org)



# People

Kurt comes to us from Dipix Technologies where he was the IT/LAN Support Specialist and, prior to that, their Electrical Technician. He has also worked for Nortel in their high speed optical components solutions group as a Gallium Arsenide Fab Equipment Technologist. He was also Field Service Engineer for SCP Global Technologies. Kurt was in the U.S. Navy for five years as a Electrical Plant Supervisor and Maintenance Technician. Welcome aboard!



## Roundtable on Vulnerable Workers



Participants from labour, NGOs, government, and academia discuss a draft of the synthesis paper, *Risk and Opportunity: Creating Options for Vulnerable Workers* by Ron Saunders, Director, Work Network. The paper will be published early in the Winter.

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## Contemplating Social Breakdown

It was heart-breaking to watch events unfold in New Orleans at the end of August. But there are obviously policy lessons in this awful mess about what it is that bonds a society together in mutual help.

All the faces in the photographs have been black – frightened people at their wit's end. They are hungry, thirsty, exhausted and angry at a system that has let them down. The other faces have escaped to hotels or relatives. They are people with choices – with cars, money and connections. Those left behind were poor, dependent on public transit, living from day to day and job to job.

This is why societies require a social infrastructure – a system of mutual care and support. This is why societies need governments – to plan for the future, to build safe, reliable infrastructure and to plan for emergencies with everything from food, water and accommodation to transport, policing, and emergency repairs.

Here in Canada, we also have a growing divide between rich and poor. Neighbourhoods like Regent's Park, Hochelaga and Bowness are located close to well-to-do neighbourhoods in Toronto, Montreal and Calgary. But the people live separate lives – geographically, socially, economically and culturally. Daily life in Regent's Park is unimaginable for people who live in Rosedale and vice versa. And the people in these communities are disproportionately recent immigrants and Aboriginals – people of colour.

Canada's much lauded social and physical infrastructure is becoming increasingly fragile. We know that EI is unequipped to support cities like Toronto in a severe recession – only 26% of working people are eligible for benefits.

We know that the rural quality of health services is far surpassed by that of the major cities. And that wealthy people have connections which give them immediate health care when others wait for months.

We know that the rapid ageing of the populations in Quebec and Atlantic Canada is going to make it increasingly difficult for those provinces to sustain public services comparable to the Canadian average.

And we are beginning to suspect that Canadian transportation and energy systems do not have the security and emergency preparedness plans to manage a crisis.

We are also comforted by evidence that the underlying values of caring and sharing have sustained Canadians through great hardships – the Ice Storm of 1998, the floods in western Canada.

Looking back at American history, Doug Saunders, writing in the *Globe and Mail*, found many other examples of social breakdown, commenting that

*"The individualistic, egalitarian, anti-authoritarian values that have made the*



*United States succeed have also been accompanied by an everyman-for-himself ethos that can destroy the system itself."* (Sept.2)

Canadians are often torn these days between individualism and the more collectivist values on which the country was built. But deep inside we still believe in shared community, respect for diversity, mutual responsibility and accountability. The real challenge is to ensure that we apply those values to all the policy decisions we make.

The gaps in our social and physical infrastructure suggest that we have become far too complacent about Canadians' capacity to make do. Sometimes, less is really not enough. But you only find out when the crisis hits.

**Judith Maxwell**  
President

