

DRAFT



***CANADIAN IDENTITY, CULTURE AND VALUES:
BUILDING A COHESIVE SOCIETY***

***The Social Cohesion Research Program
for the Department of Canadian Heritage***

Strategic Research and Analysis Directorate
July 15, 1997

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THE CHALLENGE



The Department of Canadian Heritage prepared the paper, *Canadian Identity, Culture and Values: Building a Cohesive Society*, to help the ADMs' Policy Research Committee to identify "pressure points that are likely to arise in Canadian society by the year 2005 as a result of economic, demographic and social trends". While the paper identified key issues which this Department and the government will likely face, it also revealed many areas in which we did not have sufficient knowledge to support the kind of policy development required by the Cabinet Committee of Deputy Ministers.

The purpose of the research program proposed here is to help remedy that lack. It is aimed at giving the Department a sound basis of knowledge with which to approach the phenomenon of social cohesion and its problems, to ensure that we understand the nature of those problems, and to put us into a position to be able to foresee the consequences of the policy and programs we develop to deal with them.

THE SCOPE OF THE RESEARCH



Canadian Identity, Culture and Values: Building a Cohesive Society identified three highly interconnected elements that make up social cohesion:

- building shared values and communities of interpretation
- reducing disparities in wealth and income
- engaging in a common enterprise with a sense of being members of the same community

The research program will explore all of these elements, giving weight to their economic and social dimensions, as well as to what is going on in the rest of the world.

To assist in this, a working definition of social cohesion was developed in consultation with researchers from a number of government departments and agencies and accepted by the Sub-committee on Social Cohesion:

Social cohesion is the ongoing process of developing a community of shared values, shared challenges and equal opportunity within Canada, based on a sense of trust, hope and reciprocity among all Canadians

THE RESEARCH THEMES

The program is laid out in terms of the themes and issues we hope to address. Preliminary research project descriptions which we will undertake as the first step in addressing these issues are included in the following section. The project descriptions are preliminary because we expect that the exact research hypotheses and topics will evolve as the preliminary research makes us more aware of existing knowledge on a topic and helps us identify gaps. The research will also evolve if we obtain the resources to enter into partnerships with other departments, and to take advantage of academic research networks.

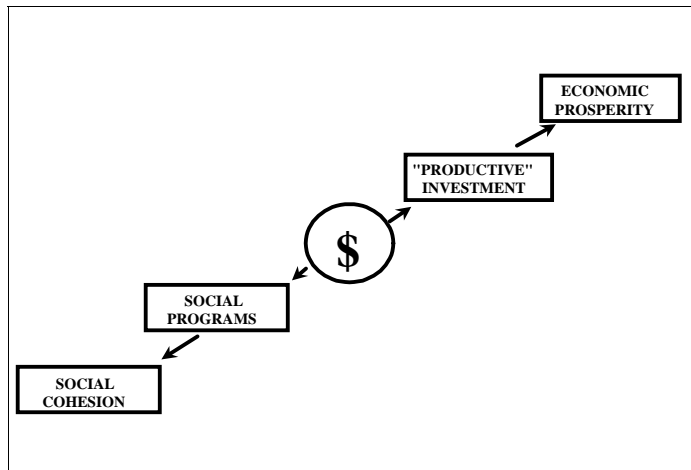


Figure 2 Current model of public action: trade offs must be made between social programs and economic programs

cohesion, only at the expense of productive investment and economic prosperity. Social programs must be traded off against economic prosperity. This model is characterised in the often heard and read statement: "We can no longer afford our high level of social programs."

The model which is the starting premise for this research program is a model with indicates that economic prosperity and social cohesion are interconnected. Figure 2 illustrates this model. The model states that social cohesion contributes to prosperity, just as social cohesion is impossible without a degree of prosperity. In fact social cohesion and prosperity form a sort of virtuous circle, growth in one fuelling growth in the other. This model implies that the current, trade-off model will lead to neither: any attempt to gain prosperity at the expense of social cohesion will fail in both in the long run.

The research program is premised on a model of public action and public program spending . The current model, illustrated in Figure 1, states that society's resources can be spent for social programs, and thus social

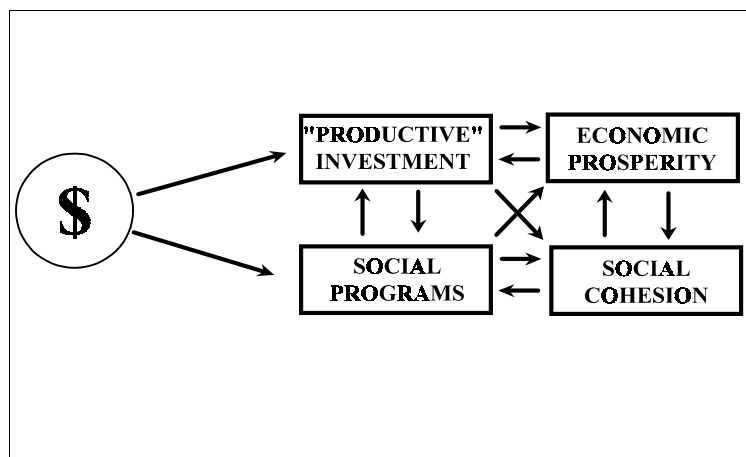


Figure 3 Interconnectedness model of public action: prosperity and social cohesion are linked in a virtuous circle

Table 1

THE RESEARCH THEMES
THEME 1 - FAULT LINES
Issue 1: The impact of contemporary diversity on social cohesion Issue 2: The effects of economic polarization on social cohesion
THEME 2 - AXES OF COMMUNITY IDENTIFICATION
Issue 3: Role of national symbols and institutions in promoting social cohesion Issue 4: Emergence of the Information Society and its impacts on social cohesion Issue 5: Civic Education and knowledge of Canada Issue 6: Evolving Canadian Values Issue 7: Effects of current social and demographic trends on civic participation and cultural consumption
THEME 3 - IMPLICATIONS OF CHANGES IN SOCIAL COHESION
Issue 8: Relationship between social cohesion and economic development Issue 9: Interaction between social cohesion and Canadian identity Issue 10: The role of the private and voluntary sectors in building social capital Issue 11: Evolving government institutions and policies to support social cohesion
THEME 4 - MEASUREMENT ISSUES

RESEARCH PROJECTS



THEME I FAULT LINES

Issue 1: The impact of contemporary diversity on social cohesion

1 The St. Andreas Project - The social fault lines in Canada (Ghislain Savoie)

Context and purpose

It appears that Canada is fragmenting more and more along a number of fault lines: rich and poor, educated and non educated, men and women, Aboriginal people and the rest of society, visible minorities and other Canadians, immigrants and the Canadian-born, young and old, centre and periphery, urban and rural. The objective of this study is to identify what appears as the most important social fault lines affecting Canadian society, to ascertain whether the polarisations or gaps are widening or shrinking in each area and to find some linkages between them and their relationship with or impact on social cohesion. Some of the cleavages have clear economic sources or are more economic in nature and will be dealt with as a separate research project. This study is more directly interested in investigating the faults which have social, cultural and psychological foundations. In short, the study will investigate impediments to feelings of belonging and participation in Canadian society as shareholders, contributors and beneficiaries.

All of the “cleavages” identified for the study could be conceived of as discrete, independent pieces of research. However, since we want to identify some possible linkages, we will treat the whole exercise as one project having a number of sub-themes, all under the broader organizing theme of “social faults lines in Canadian society which impede social cohesion.”

Methodology

The project will involve:

- Performing literature reviews to size the problem and take stock of existing knowledge
- Finding or, as needed, generating diachronic statistics to determine trends and level of gaps
- Analysing data to identify linkages between themes and to show relevance to social cohesion
- Providing, where possible, some prescriptive insights

Resources and Timeframe

1 person-year

Partners

Main responsibility of SRA but in partnership with other branches and other Departments with an interest in specific topics addressed.

2 Migration, Integration and the Pursuit of Self-employment (Ravi Pendakur; Fernando Mata)

Context and Purpose

This research seeks to explore the relationship between self-employment, changes in the structure of the labour force and immigrant status.

The economic contribution of minorities is an area of departmental interest both because it adds to our understanding of what immigrants do in the economy and because it can point out issues related to barriers to participation.

This research will add to the state of knowledge by looking at the way in which the work of immigrants who arrived prior to 1961 changed over time in response to changes in the labour force. As well, it will focus upon the role of self-employment as a means towards career advancement.

Recently, in Canada, the area of self-employment has received increased attention both politically and in the media. Parliamentarians, for example, speak about unleashing the power of the entrepreneur, or the importance of small business to economic prosperity. In the same way, immigration policy places special status on self-employment through the immigrant entrepreneur program which is touted as a means to increase investment in Canada and bolster the number of independent businesses. Thus, there is an explicit link between self employment and immigration policy. This link however, goes far beyond the confines of the immigrant entrepreneurship program. And, in fact, immigrants have been traditionally both more likely to be active in the labour force, and, more likely to be self-employed than is the case for Canadian-born workers.

This in itself should generate political and academic interest, particularly if the underlying reasons for entering self-employment differ between immigrant and Canadian-born workers. However, the self-employment sector in general, and immigrant self-employment in particular is not well understood in Canada. Further, there are relatively few researchers who study change in the sector. Thus, the reasons for pursuing self-employment, the means by which people enter the sector, and the differences between the immigrant and Canadian-born workers is relatively open for study.

Methodology

One way to explore this dimension is to look at the same group of individuals at several points in time using a cohort approach. Using information provided by four censuses, the purpose of this paper is to describe the employment patterns of male immigrants who arrived in Canada during the decade and a half following World War II (1946-60) and Canadian born males of the same age. This cohort provides an interesting case study for a number of reasons. First, this was a period when the policy emphasized family reunification. Thus, the vast majority of immigrants came to Canada because they had family already living here. Later changes to immigration regulations in the early and mid-1960s served to bring new immigrants on the basis of education & skill requirements rather than on family reunification related criteria. Second, it was a period of unprecedented growth. A larger population was seen by the government as a necessary base to develop a healthy economy. Thus the immigrants played a pioneering role in opening up the labour market to those immigrants who came later. Third, it is possible to look at this group in four separate periods, covering four decades, it is therefore possible to study an entire working life.

Correspondence analysis and loglinear regression will be used to analyze tabular data from four census periods (1961, 1971, 1981, 1991) which compare similar age cohorts of men in six CMAs in order to explore the shifts in both industry and employment sector.

The data for this analysis will be drawn from special tabulations from the 1961, 1971, 1981 and 1991 censuses of Canada. It comprised information on active immigrant and non-immigrant labour-force who members lived in the six major metropolitan areas of the country: Toronto, Montreal, Vancouver, Hamilton, Edmonton and Calgary. Information on a total of 319,816 immigrant and 989,966 Canadian born workers, which were originally reported in 1961, were tracked-down in 1971, 1981 and 1991. The information of the census tabulations will be broken down by the following categories:

- age in 1961 (3 categories): 15-24, 25-34, 35-44
- employment status (2 categories): self-employed, wage labourer
- immigrant status (2 categories): immigrant, Canadian-born
- schooling (3 categories):
 - less than grade 8,
 - 9-13 years,
 - university education
- industry sectors (1971 standard industrial classifications)
 - primary,
 - manufacturing,
 - construction,
 - distribution services,
 - consumer services,
 - business services,
 - social services and
 - public administration

Resources and Timeframe

Staff time.

The report will be written in-house as time permits.
A draft of the report will be completed by June 1st 1997.

Partners

one.

3 Intergenerational Transfer of Education and Socio-economic Status Among Immigrants and Visible Minorities and Aboriginals (Fernando Mata)
[Text to follow]

4 Ethnic Variation in Children Academic Performance (Fernando Mata)
[Text to follow]

5 Francophone Minorities: Assimilation and Community Vitality (Michael O'Keefe)
[Text to follow]

Issue 2: The effects of economic polarization on social cohesion

6 Speak and Ye Shall Receive: Language Knowledge as Human Capital (Krishna Pendakur; Ravi Pendakur)

[Text to follow]

7 Persistence of membership in economic classes (Dick Stanley)

Context and Purpose

There may or may not be a widening economic gap between classes in Canada, or along other fault lines. Even if there is, however, its effect will be quite different if individual people in vast numbers move in and out of economic classes easily. Temporary economic disadvantage is much different from long term disadvantage, which is much different again from inter-generational disadvantage. It is therefore important to know just how persistent is individual membership in economic classes. This study will determine whether individuals persist in membership in economic classes, or whether there is movement of individuals between classes even though the class persists.

Methodology

This project will be a literature review. Some of the information needed will come from Human Resources Development Canada research initiatives. The first step will be to examine their research.

Resources and Timeframe

4 person months

Partners

The project will be done in-house by SRA.

8 Drop-outs From The Top (Dick Stanley & Sharon Jeannotte)

Context and Purpose

It has become apparent in recent national opinion polls that there is a divergence in attitudes between the nation's elite and the average Canadian. Although difference in attitudes between economic classes is to be expected in all societies, when it is too extreme, it represents a fault line that begins to affect social cohesion.

To demonstrate that a fault line exists between the elite (economic and otherwise) of Canadian society and the "average" Canadian and investigate the consequences for social cohesion of this fault line, the project will explore whether the existence of these different values and attitudes has any consequences for social cohesion, specifically examining the elite's influence on the economic and social strategies of governments. If the views of the elite lead them to be less socially cohesive, then we could expect governments to de-emphasize programs which promote social cohesion and emphasize programs which stress attitudes consistent with the elite's opinions.

Methodology

In-house opinion polling data will first be examined to determine trends. A literature review of the area will be conducted. Then, depending on what the data reveal and what data are available, parallels (or even correlations) will be made to compare trends in values and attitudes and trends in policy which could be divisive.

Resources and Timeframe

4 person months

\$5,000 for purchase of data and analysis from polling firms.

Partners

The project will be done in-house by SRA personnel. It will require the cooperation of other

PCH staff who have expertise in this area.

9 Masking Income Inequality (Natasha Kucheran)

Context and purpose

At first glance, government transfers appear to have curbed the worst effects of income restructuring and have tried to control the gap between rich and poor. However, today's youth is experiencing high unemployment rates, sinking wages and job insecurity. Income distribution studies demonstrate that income gaps between age groups are becoming increasingly wide and that personal bankruptcies are increasing at an alarming rate, but the studies fail to illustrate the social aspects that aggravate the situation. Changing patterns of personal disposable income have profound implications for social and economic development. The longer term impact of increased personal debt and personal bankruptcies can be detrimental to the quality of life of Canadians. For example, if an individual needs to hold two jobs to earn a living, he/she has no time to consume culture or contribute to the community.

Many of the strategies that Canadians are using to cope with their deteriorating situations are masking the real income or well-being gap. Strategies include greater indebtedness, postponing life decisions, such as marriage and having children, turning to black markets for additional income, and neglect of personal health care. This project will attempt to identify those measures adopted by Canadians, especially the under-30 age group, to cope with hardships that mask the depth of the problem. These measures are not factored into official measures of income gaps and disparity.

Methodology

Statistics Canada, Industry Canada and scholars have studied several areas of income inequalities. Gaps have been studied extensively, but other factors should be considered to obtain a more realistic picture of the real gap. A preliminary list of variables to be observed:

- rate of savings vs rate of debt
- level of personal bankruptcies (the pattern over the years)
- income levels and debt levels (observe the appreciation or depreciation over time)
- proportion of debt vs. disposable income
- consumer confidence and consumer spending
- employment opportunities
- bank loans (education)
- buy-today-pay-next-year (appliances)
- leases (cars)
- mortgages (property)
- marriage and fertility rates

Resources

In house

Timeframe

Unknown at this point - will probably be a minimum of six months

Partners

Statistics Canada, Human Resources Development

THEME 2

AXES OF COMMUNITY IDENTIFICATION

Issue 3: Role of national symbols and institutions in promoting social cohesion

10 Canadian Symbols (Natasha Kucheran)

Context and Purpose

As noted in the Challenge Paper, *Canadian Identity, Culture and Values: Building a Cohesive Society*, Canada is a society in transition. Social and economic changes are leading Canadians to question the forces and institutions that have traditionally served as factors of cohesion in Canada. Traditional symbols are becoming less relevant to many Canadians in the face of fundamental changes both internal and external to Canada. Moreover, no clear consensus currently exists on emerging symbols that might help Canadians maintain a sense of community and solidarity. Canada's success in the next millennium will hinge largely on the degree to which it can find, over the long term, sets of values and symbols that can bring Canadians together.

This project would synthesize existing survey data to illustrate how attached Canadians are and have been towards their national symbols. A time series will illustrate that some national symbols have been declining in importance while others are increasing in importance.

Methodology

SRA staff will gather, summarize and analyse data on Canadians' attachment toward their symbols over time from sources such as Environics, Goldfarb, Statistics Canada and Ekos.

In order to examine emerging symbols which could rally all Canadians, more than data is required. The next step would be to summarize or situate the views of various authors such as Michael Adams, Simon Langlois, Neil Nevitte, Peter Newman, Douglas Oram and Angus Reid.

Resources

In house

Timeframe

Unknown at this time, but probably a minimum of six months.

Partners

Researchers in the Citizenship and Canadian Identity Sector

Issue 4: Emergence of the Information Society and its impacts on social cohesion

11 Digital Communities, Pluralism, and Implications for Cohesion (Karim Karim)

Context and purpose

"Narrowcasting" through new information technologies, has sustained discrete communities that are linked together by interest, language, and/or culture. Whereas such tendencies are sometimes viewed as fragmenting the public sphere, they hold significant opportunities for

enhancing civil society.

This research will review the debate on how the new media can contribute to creating and sustaining a pluralism that can serve as the basis for social cohesion. It will explore and document the new forms of association and social awareness that information and communication technologies are enabling. The study will also inquire into ways that Canada can situate itself favourably in the “global information society” by taking advantage of its population’s unique technological, linguistic, and cultural assets.

Methodology, Resources, Timeframe and Partners

Phase 1 - Internal Research with existing resources (Spring 1997)

SRA, in partnership with Canadian Heritage sectors, would synthesize existing findings, develop profiles, and analyse the challenges and opportunities brought about by the emergence of “digital communities.”

Phase 2 - External Research with some additional resources (July-December 1997)

SRA would work in partnership with consultants to carry out studies. Projects would be not conduct primary data collection, but would include studying the nature of “digital communities,” possibilities for enhancing social cohesion through digital interlinkages, and the potential for export of digital content.

Phase 3 - External Research with significant additional resources (January-September 1998)

Canadian Heritage would work in partnership with Citizenship and Immigration Canada, Statistics Canada, and DFAIT, international organizations such as UNESCO and the Council of Europe, individual researchers and research institutions, and community organizations. Projects would conduct primary data collection, and would include detailed study of the characteristics and scope of “digital communities,” the possibilities for enhancing social cohesion through technical and content interlinkages, the identification of the types of content with the best potential for export, and bilateral/international pilot co-productions.

12 Participation in the Information Society (Karim Karim)

[Text to follow]

Issue 5: Civic Education and knowledge of Canada

13 Canadian Participation in the International Education Association’s (IEA) Civic Education Project (Roger Butt)

Context and Purpose

The preparation of young people to become informed and engaged citizens is a concern both of newly democratizing countries and of those like Canada with long established traditions of democratic governance. In the latter, growing concern about societal fragmentation and citizen disengagement has fuelled a renewed interest in the adequacy of existing means of formal and informal education for citizenship. Policy makers in this area often operate with little up-to date information even about important aspects of civic knowledge, attitudes and behaviour in their own countries. Indeed, in Canada while there is much qualitative and anecdotal evidence, there is little hard data. On a cross national basis the data available for policy makers is even more limited.

It is proposed that Canada participate in a two-phased study of civic education being

undertaken by the International Education Association. This study was endorsed by the General Assembly of the IEA in August 1994. It is the IEA's second comparative survey of civic education, the first dating from 1971. Its goal is to identify and examine in a comparative framework the ways in which young people are prepared to undertake their role as citizens in democratic societies. It will develop a picture of how young people are initiated into the various levels and types of political community of which they are members, including in- and out-of-school influences. The study will also assess outcomes of these processes. These will include students' capacities (knowledge, skills, concepts, attitudes, and actions) in the areas of (1) democracy (2) sense of national identity and (3) social cohesion/diversity.

Provision is also made in the study for participating countries to collect country-specific data on aspects such as knowledge and understanding of national political structures and systems, national symbols, etc.

Methodology

The study is divided into two phases. The first consists of the development of detailed national "case studies" which describe the overall situation with respect to civic education in each country. Questions to be addressed include, for example: (1) What are young people expected to learn about the rights and institutions of democracy and citizenship by age 14-15? (2) What are young people expected to have acquired as a sense of national identity or national loyalty? (3) What are young people expected to have learned by age 14-15 about belonging to groups seen as set apart or disenfranchised, etc.? This phase will also document official goals and objectives of various aspects of civic education, the curriculum used to achieve these goals as well as non-curricular activities undertaken by governments and non-government organizations.

The second phase will consist of a survey of nationally representative samples of students aged 14 years old to test actual knowledge and attitudes. Samples of 2500 students per country will be required. The surveys, which require approximately 100 minutes to complete, are to be administered in schools.

Participating countries

Some 24 countries have participated in Phase 1: United States, Netherlands, Belgium (French), Germany, Switzerland, Finland, Italy, Korea, Lithuania, Bulgaria, Poland, Portugal, Romania, Hong Kong, Hungary, Slovakia, Slovenia, Thailand, Israel, Czech Republic, Columbia, Cyprus, Greece, Russia.

Over the past two years approximately 10 other countries have taken some steps toward participation in Phase 1. The Committee has therefore made provisions for participation in abbreviated form of phase 1 by countries who would have otherwise missed March 15, 1997 deadline but which desire to participate in Phase 2.

Administration

The project is managed by an International Steering Committee and Phase 1 is being coordinated at the University of Maryland. Phase 2 is to be coordinated by a consortium based at Humboldt University of Berlin and the University of Liege.

National participation is generally coordinated by a National Advisory Committee which consists of 5-7 experts in the field of civic education, generally including a representative of the government department responsible for civic education. A National Research Coordinator is responsible for administering the survey and doing the analysis for submission of material to the International Steering Committee.

Canada's Involvement

To date Canada has not participated in this initiative. Various academics around the country as well as the CMEC have been contacted and expressed interest, but to date no commitments have been made due largely, it appears, to a lack of resources.

The Department of Canadian Heritage has recently been approached to provide funding for phase 1 (abbreviated version) of the project. It has been suggested that Professor Allan Sears of Saint Thomas University could complete the requirements of Phase 1 (abbreviated), as he has gathered the required material for the project on civic education in Canada which he completed for the Department of Canadian Heritage in 1995.

Participation in Phase II would require the development of a consortium of interested parties (e.g. Departments of Heritage and Citizenship and Immigration, CMEC, etc.) and buy-in from at least some of the provinces. The federal government's involvement could be problematic if, as proposed, the survey for Phase II is to be administered in schools. It may be possible to partner with at least a small number of provinces in undertaking the study. It would be difficult to get agreement from all provinces for a complete national survey.

Resources

Canada's participation in Phase 1 has been secured through a relatively small contract by the Department, cost-shared with Citizenship and Immigration Canada.

The cost of participation in Phase 2 would depend largely on the scale of Canada's participation (i.e. the number of provinces), and the extent to which cost-sharing arrangements could be established with provinces, etc.

The CRB Foundation, which has funded a number of citizenship/heritage-related educational projects may be a source of non-government funding. In the United States funding has come largely from private foundations.

Timeframe

July 15, 1997 - Deadline for submission of Phase I national "case study"

Late 1997 - Publication of results from Phase 1

1998-99 (school year) - Data collection for the survey

Fall 2000 - Publication of Phase 2 results

Partners

Canadian Identity and Citizen Participation Branch (DCH), Policy Coordination and Strategic Planning Branch (DCH), Citizenship and Immigration, Professor Allan Sears, CMEC, Chair of Human Rights and Citizenship (Saint Thomas University), etc.

14 Teaching and Learning about Canada: A Review of the Literature (Roger Butt)**Context and Purpose**

Key factors in the development of a cohesive and sustainable society are the development of a "shared community of interpretation" and a willingness to engage in "common enterprises" with members of the same community. Some have argued that Canada's recent difficulties in establishing a shared national vision and consensus are due largely to the radically different perspectives Canadians bring to their history, contemporary realities and citizenship, the limited knowledge and understanding of these, and the limited opportunities to appreciate, understand and accommodate differences of perspective. It is further argued that this state of affairs is due, to some extent, to a de-emphasis in formal and informal education systems on the various components of civic education and on the

promotion of active citizen participation and engagement. It is suggested that this constitutes a major impediment to mutual understanding, mutual accommodation and social cohesion.

This study would examine existing research in this area to determine the extent to which the evidence supports these hypotheses. The project will examine **existing** research and analysis in the following specific areas:

- Actual knowledge and understanding among Canadians of Canadian history, citizenship and contemporary society;
- Effectiveness of travel and exchange in enhancing knowledge, understanding and appreciation of Canada;
- The current state of teaching and learning about Canadian history and civics in the formal education system in Canadian provinces;
- The current state of teaching about Canadian history and civics outside the formal education system.
- Extent to which knowledge and understanding of Canada, Canadians and Canadian citizenship contributes to social cohesion.
- International comparisons in these areas.

The study would also identify the specific research gaps in this area and develop proposals for longer term research.

Methodology

This study will be a literature review of recent quantitative and qualitative research, undertaken in this field over the past five years. This will include public opinion research, surveys, literature reviews and government studies, supplemented by interviews with key researchers and stakeholders.

Timeframe

To be completed by September 1997

Partners

Canadian Identity and Citizen Participation Sector

Issue 6: Evolving Canadian Values

15 A Canadian Values Profile (Sharon Jeannotte)

Context and Purpose

As Canadian society changes under the impact of economic growth, technological changes and globalization, the values of Canadians are changing as well. The evolution of Canadian values over the past decade or fifteen years may provide clues as to the state of social cohesion within Canada and the possible future directions that Canadian society will take in the coming decade.

As a companion piece to the international comparative research on evolving values, a Canadian profile of values will be developed focusing on a similar set of characteristics over time -- namely:

- | | |
|---------------------|----------------------------------|
| - national identity | - social inequality |
| - tolerance | - civic participation, community |

- | | |
|---|--|
| <ul style="list-style-type: none"> involvement and individualism - elite and general public values - attitudes to authority (including | <ul style="list-style-type: none"> trust in institutions) - cultural sovereignty |
|---|--|

In order to respond to the specific concerns of the Sub-committee on Social Cohesion, particular attention would focus on any value “fault-lines” with regard to region, gender, age, income, whether foreign or Canadian-born and psychographic clusters.

Methodology

It may be possible to produce some of these profiles in-house within SRA, using available information (most of which is in the form of published reports and books). However, to customize the research (particularly if one wishes to focus on clusters of values or clusters of countries), it will probably be necessary to have access to the electronic data sets of existing surveys. If this is possible, statistical manipulation of the data using standard statistical software such as SPSS and analysis of the results could probably be done by SRA personnel.

Should the data sets prove to be inaccessible, due to proprietary rights or to other restrictions, this research may have to be contracted out to the academic community or to polling firms. This may be quite costly.

Resources

Internal SRA resources for any comparative work using data sets provided by polling firms. Where proprietary rights preclude SRA access (for example, to the 3SC Monitor), additional analysis will likely have to be purchased. (Estimated cost - \$10,000 to \$20,000.)

Timeframe

In-house project - 4 to 6 months

Delivery date - Winter 1998 (assuming a fall 1997 start date, following completion of initial international comparative research)

Contract research project - 6 to 8 months

Delivery date - Spring 1998 (assuming a fall 1997 start date)

Partners

Internal - Dana-Mae Grainger, Corporate Policy and Strategic Planning - access to polling data

Possible polling partners (external contract research):

CROP Inc. (for 3SC Monitor data)

16 Evolving Values of Canadians (Sharon Jeannotte)

Context and Purpose

Considerable work has been done over the past couple of decades on the values evolution of both Canadian society and other countries. For example, CROP Inc., a Canadian polling firm, has been tracking about 60 socio-cultural trends in Canada since 1983 and publishes the results in its 3SC Monitor. Tools similar to the 3SC monitor are also used in more than twenty other countries and may be accessible through the CROP organization. In addition, the World Values Survey was carried out in 22 countries in 1981 and in over 40 countries in 1990, and provides a wealth of data on social, economic and political values, such as attitudes to family, to work, to religion, to authority and to government institutions. Another

potential source of information is the International Social Survey Program which, since 1983, has surveyed up to 25 nations to determine social attitudes to such issues as social inequality, the environment, women, government and national identity.

While these sources exist, there has been no consistent effort to isolate and analyse the evolution of Canadian values in comparison to values in other countries or to suggest the potential impact that this might have on Canada's social cohesion, national identity or quality of life.

Depending on the resources that can be devoted to this research area, a number of potentially useful comparative "values profiles" of Canadian society could be developed. Some possible projects focusing on evolving values might include:

- 1) a values profile of Canada as compared to the five highest immigration source countries
- 2) a comparison of Canada and a number of other advanced, postindustrial countries to analyse differences and similarities in values related to:
 - national identity
 - tolerance
 - social inequality
 - civic participation, community involvement and individualism
 - elite and general public values
 - attitudes to authority (including trust in institutions)
 - cultural sovereignty

Depending on the comparative results and the trend lines uncovered in this research, it may be possible to draw some conclusions regarding the relative "social cohesiveness" of Canadian society compared to other countries or to speculate on the future implications for social cohesion of these value trends.

Methodology

It may be possible to produce some of these profiles in-house within SRA, using available information (most of which is in the form of published reports and books). However, to customize the research (particularly if one wishes to focus on clusters of values or clusters of countries), it will probably be necessary to have access to the electronic data sets of existing surveys. If this is possible, statistical manipulation of the data using standard statistical software such as SPSS and analysis of the results could probably be done by SRA personnel.

Should the data sets prove to be inaccessible, due to proprietary rights or to other restrictions, this research may have to be contracted out to the academic community or to polling firms. This may be quite costly.

Resources

Purchase of data sets - TBD (probably \$3,000 to \$5,000 per set, if they are accessible).

If data sets cannot be purchased, contracts for academics and polling firms to do statistical manipulations and analysis would probably start at around \$10,000 per study. For example:

Analysis of World Values Survey	\$10,000 +
Analysis of International Social Survey	\$10,000 +
Analysis of international 3SC data	\$10,000 +
Others?	

TOTAL

\$30,000 +

Synthesis and interpretation of the information from all sources would still have to be carried out by SRA staff at the conclusion of the research. This might take some time, but would be covered by in-house resources.

Timeframe

In-house project - 10 to 12 months

Delivery date - Spring 1998 (assuming Spring 1997 start).

Individual modules of this project might be delivered at intervals. For example, a values profile of the five highest immigration source countries might be completed by fall 1997 and a comparison of values in Canada and other advanced, postindustrial societies in spring 1998, depending on the priority assigned to these projects and the internal SRA resources assigned to them.

Contract research project - 12 to 18 months

Delivery date - Fall 1998 or Winter 1999 (assuming fall 1997 start).

It is assumed that it will take some time to secure the resources required for contract research and to negotiate and finalize the contracts -- hence, the fall 1997 start date. It is also assumed that individual contracts would proceed simultaneously and that several deliverables might be expected from the contractors, either in fall 1998 or winter 1999, depending upon the depth of analysis requested.

Another two to three months would be required after the contracts had been completed to allow SRA staff to synthesize the results.

Partners

Dana-Mae Grainger, Corporate Policy and Strategic Planning - access to 3SC data

Possible academic partners:

Neil Nevitte, University of Toronto

Alan Frizzell, Carleton University

Possible polling partners:

CROP Inc. (for international 3SC Monitor data)

Roper Corp. (for international values survey data)

Issue 7: Effects of current social and demographic trends on civic participation and cultural consumption

17 The Emergence of "Identity" in Cultural Policy-making: An International Comparative Review (Terrence Cowl)

Context and purpose

National or cultural "identity" is a term which has long been associated with federal cultural policies and programs in Canada. Government support to the cultural industries, performing and visual arts, and the heritage sector has been implemented over the past several decades to help forge a uniquely "Canadian" form of cultural expression. Culture is not just seen as promoting artistic enjoyment/expression or economic development only, but also as a tool to help solidify increasingly fragmenting societies. However, this trend is also

emerging within official cultural policy discourse abroad, particularly in Europe, the United States and Australia. Cultural policy statements are now more explicit in referring to promoting a sense “national identity” among their objectives.

It would appear that many of the “identity” challenges in Canadian cultural policy - the perceived threats of American culture, forging a sense of social cohesion in a culturally diverse society, the emerging contribution of Aboriginal culture, the lack of space for domestic cultural expression - are now being encountered internationally. This study will examine these emerging “identity” elements within cultural policy-making abroad and identify trends. It is hoped that Canadian policy-makers and stakeholders alike in the cultural policy field can learn from these international examples and explore new possibilities in continuing to develop Canadian cultural expression and forge a sense of Canadian identity through this expression.

Methodology

This project would be an in-house international comparative review prepared by the International Comparative Research Group (ICP) within SRA. The paper would consist of a review of primary policy documents, secondary literature, and interviews with policy officials working in cultural ministries abroad.

Resources

The costs of this review would be minimal, likely restricted to the cost of international phone bills and the possible costs of information procurement.

Timeframe

Summer 1997

Partners

Given the cost considerations of this project, cost-sharing would not be necessary. However, this project would be of interest to Citizenship and Immigration (given the increasing emphasis of immigration and diversity issues in cultural policy abroad) and possibly DIAND.

THEME 3

IMPLICATIONS OF CHANGES IN SOCIAL COHESION

Issue 8 Relationship between social cohesion and economic development

18 The Relationship Between Social Cohesion and Economic Prosperity (Dick Stanley & Andrew Leuty)

Context and purpose

In the context of government debt crises across the world since the mid-1970's, social programs and income distribution programs have increasingly been coming under attack. The argument is made that we can no longer afford the levels of social generosity that we did in the past. This is at a time, however, when the GNP per capita in Canada has never been higher. Recent economic literature has revisited economic growth theory and, under the title of endogenous growth theory, has made theoretical and empirical discoveries about the strong role of social cohesion related variables in contributing to economic growth. The reverse, that economic prosperity contributes to social cohesion, also appears to be justifiable.

This project will review current literature on endogenous growth theory to present an accessible overview of the findings most relevant to social cohesion, to clarify the complex relationship between social cohesion, particularly economic inequality, and economic growth prosperity, and to determine the variables beyond labour and capital which contribute to economic prosperity.

Methodology

This project will be a literature review.

Resources and timeframe

4 person months

Partners

The project will be done in-house in SRA.

19 The Changing Structure of the Workplace and its Impact of Social Cohesion (Michel Grenier)

Context and purpose

There has been a lot of anecdotal evidence and popular press regarding the individual and his or her relationship to work and a career. Jobs are getting harder to find. Jobs are short term. Workers are becoming individual entrepreneurs selling short periods of time to other businesses, as opposed to being long term career employees with a firm. Since the workplace plays an important social role in people's lives, this growing desegregation of the workplace may be putting severe psychological strains on the individual and social strains on family and community life.

This project will examine the trends in the social structure of work, the implications for social cohesion of the changes and recent changes in the way work and the workplace are organized to determine the impact of these trends on the individual, the family and community life.

Methodology

Literature review of both the popular and academic literature, combined with a review of existing data.

Resources and timeframe

4 person months

Partners

There is some interest on the part of Parks Canada personnel to undertake this study as an in-house project.

20 Implications of Income Distribution for Social Cohesion in Canada (Dick Stanley)**Context and purpose**

Although economic inequality is unfortunate for the disadvantaged, no nation has ever achieved perfect economic equality and most have had the wisdom never to set that as a societal goal. However, extreme inequality or increasing inequality is recognized by some as having harmful effects on more than just the disadvantaged. Other authors have argued that inequality may bring economic advantage in the short term, but social disadvantage in the long term.

This project will examine what other researchers have found about the advantages and disadvantages of income inequality, and in the light of the conclusions of the paper on "Economic Measures and Indicators of Social Cohesion", present, in an easily accessible summary, current thinking on the effects of inequalities in income distribution and wealth on social cohesion and on other aspects of Canadian society. The project will also attempt to assess the likely consequences for Canada's future of its current circumstances.

Methodology

This project will be a literature review.

Resources and timeframe

4 person months

Partners

The project will be done in-house.

Issue 9: Interaction between social cohesion and Canadian identity**21 La Mobilité au Canada (Phase I)**(Natasha Kucheran)**Contexte et objectifs**

Cette étude adopte comme hypothèse de travail que les contacts humains entre les habitants des diverses régions du pays sont de nature à favoriser la cohésion sociale en accroissant la compréhension, l'harmonie et le développement de valeurs communes. Très peu d'études ont été faites sur les Canadiens qui ont fait l'expérience d'autres régions du pays, que ce soit dans leurs déménagements ou dans leurs déplacements à plus court terme: déplacements touristiques, d'affaires, d'études et autres (éventuellement, cette démarche pourra être étendue à d'autres types de contacts comme les communications postales et électronique). Comme fondement théorique, cette étude s'appuie notamment sur des travaux de Karl Deutsch. La phase I du projet tentera de mesurer empiriquement

le volume des contacts inter provinciaux au Canada. Dans une autre phase éventuelle, il s'agira d'effectuer des enquêtes pour mesurer l'impact qualitatif de ces contacts inter provinciaux afin de déterminer les effets que ces contacts ont sur les attitudes et sur la cohésion sociale.

Méthodologie

À l'aide de banques de données disponibles (notamment les données de recensement, les données d'enquêtes spéciales, les données de tourisme) tenter d'établir en chiffre le volume des Canadiens qui font l'expérience d'autres province du pays. Dans la mesure où les données le permettront, nous tenterons aussi de tracer des profils de ces Canadiens (âge et autres attributs socio-démographiques). Afin de relativiser ces données, nous aurons aussi recours, là où c'est possible, à des données comparatives sur le nombre de Canadiens qui déménagent ou voyagent à l'étranger.

Ressources

Nous prévoyons réaliser cette étude à l'interne à l'aide des banques de données auxquelles nous avons accès gratuitement. Il se peut toutefois qu'en cours de route, il nous soit nécessaire d'acheter d'autres données pour compléter l'étude. Cette première phase devrait requérir l'équivalent d'un peu plus d'une personne-année.

Échéancier

Printemps 1998

Partenaires

Possiblement Susan Scotti

22 National Identity and Attachment in a Post-Modern World An International Comparative Overview (Roger Butt; Karim Karim; Terrence Cowl)

Context Purpose

The study is intended to identify and describe programs and initiatives in other countries which serve to respond to the challenge of reinforcing/promoting national identity and attachment in a context of globalization, technological change, and changing dimensions of national sovereignty. The study will also assess the applicability of some of models and alternatives to the Canadian context. The research will focus particularly on programs and initiatives in the following areas:

- Building understanding and rapprochement among different linguistic and cultural communities and across other lines of difference
- The use of cultural policy and cultural institutions to advance identity and attachment objectives
- Pressure points and opportunities presented by the Information Society for identity and attachment
- Civic education and citizenship participation
- National symbols

The emphasis will be upon innovative approaches within the socio-cultural domain. In addition to government programs and initiatives, innovative non-government approaches will be included where applicable.

Methodology

The study will draw upon existing published and unpublished material as well as undertake interviews with key informants. The final product will consist of a report comprising five sub-sections as well as an overview which will identify key trends and implications for Canada. The principal criteria for the selection of countries for each of the issue areas will be the availability of models with potential applicability to the Canadian context. As a general rule the study will focus on countries with a similar demographic make-up to Canada, similar political structures and/or a similar set of identity and attachment challenges to Canada's. The selection of countries will vary according to the issue area, but will include at a minimum, Australia, New Zealand, France, United Kingdom, United States, Netherlands, Germany, Spain, and the European Union.

Resources

SRA in-house resources only.

Timeframe

To be determined.

Partners

Other staff of the Strategic Planning and Policy Coordination Branch

Issue 10 The role of the private and voluntary sectors in building social capital

24 Capacity of Civil Society to Deliver Services /Promote Social Cohesion (Sharon Jeannotte)

Context and purpose

In recent years, the number of non-religious voluntary action groups has grown dramatically in Canada. Part of this sharp increase can probably be explained such phenomena as the increase in rights defence groups, as well as the necessity of the community to become more self-reliant at a time when governments are under severe budgetary pressures. As government withdraws from many areas in which it has traditionally acted, the private and non-profit sectors have been asked to pick up much of the slack.

The private sector is expected to be a key partner with the non-profit sector in advancing the achievement of broad societal objectives contributing to a cohesive society. Yet, there are indications that the private sector is not engaged in these "citizenship responsibilities" to the extent expected by government, leaving the non-profit sector to play a much greater role than it is equipped to handle. The result is a disequilibrium between the responsibilities borne by each of the three sectors of society (government, the private sector and civil society) and the resources each is able to marshal. There is some evidence to suggest that the civil or non-profit sector is already overburdened, underfunded and ill-equipped to play a greater role in government service delivery and in maintaining the social fabric.

The objectives of this study would be to assess the capacity of the non-profit sector to assume greater responsibility for government service delivery and, more generally, to increase its role in building social cohesion. Models of accountability for third-party delivery of government-mandated social and cultural programs should also be studied.

Methodology

Depending on the resources that can be devoted to this research, this could either be an entirely in-house study by SRA or a larger study done in partnership with other interested departments.

In an internal study, SRA staff will undertake a review of the literature to analyse and synthesize available evidence on the fiscal and organizational health of the Canadian non-profit sector and on the implications of this situation for social cohesion. SRA will also look into what has been written by scholars and specialists in the field over the last 15 years with a view to better understanding the underlying factors of the changes that are occurring, to forecast the main trends and to identify innovative approaches in the literature to address these important issues (e.g. better partnership with the private sector, improved accountability, etc.) Case studies of particular organizations (perhaps in non-profit areas of particular interest to DCH, such as the cultural or sport sectors) might form part of this research. Such case studies would be carried out in cooperation with officials in the Cultural Development and Heritage Sector and in the Citizenship and Canadian Identity Sector.

In a horizontal study done in partnership with other departments, research might be contracted out to examine a broader range of non-profit sector activity (for example, health care and immigrant settlement organizations). Besides an examination of the increasing demands on these organizations and of their capacity of undertake additional responsibilities, the study team would also be asked to identify specific gaps in the current framework of support to the non-profit sector and to identify likely trends to the year 2005.

Resources

An internal study would utilize mainly SRA in-house resources, with advice and guidance provided by officials in the Community Participation Directorate of the CCI Sector and possibly with officials in the Arts Financing and Legislation Directorate or Sport Canada (whose stakeholders tend to rely heavily on volunteers for fundraising and service delivery).

In an external study done in partnership with other departments, contract dollars would be required, probably a minimum of \$10,000 per department.

Timeframe

An in-house SRA study would probably take a minimum of six months. Delivery date might be Winter 1998 (assuming a Summer 1997 start date).

An external study in partnership with other departments would require several months to organize, assuming that resources can be found. The research would likely require 12 months to complete, depending upon the extent of the survey of non-profit organizations to be undertaken.

Partners

Internal research

Officials of the Community Participation Directorate and possibly other directorates within DCH that work closely with the third sector.

External research

Human Resources Development Canada is currently carrying out a pilot project on volunteering that will be completed in May 1997. Depending on the results of that survey, the departments involved (Industry Canada, Health Canada, Statistics Canada, HRDC and Canadian Heritage) might wish to commission a think tank, such as the Canadian Policy Research Networks Inc., to undertake further in-depth analysis of the findings and to project likely trends in the fiscal and organizational health of the non-profit sector to the year 2005.

Human Resources Canada is also in the process of developing a research framework for the third sector and may be able to devote some human resources to further in-depth study.

25 Role of the Private Sector in Building Social Cohesion (Roger Butt)

Context and purpose

It is argued by many that long-term societal sustainability and cohesion requires a healthy and equitable sharing of responsibility, power and resources among the three key actors in contemporary democratic societies: public sector, private sector and civil society. Conversely, a disequilibrium between these three actors contributes to social fragmentation and instability.

Indeed there is growing concern that the roles and responsibilities of these players are decidedly imbalanced in contemporary democracies and that the consequences are significant. It is clear, for example, that the role and power of national governments is diminishing due to globalization and the fiscal crisis, that an increasing share of responsibility for the provision of social services is being borne by an already overburdened non-profit sector, and that the private sector, while deriving an economic benefit from stable and cohesive societies, is increasingly beyond the taxation and regulatory reach of national governments and may be bearing less than its share of responsibility in building and maintaining the infrastructure required for cohesive societies. (e.g. lifelong learning system, social safety net, employment equity, cultural support mechanisms, safe communities, etc.)

This study will review the issues surrounding corporate citizenship and ethics with a view to defining the role of government in building a “citizenship ethic” within the private sector. The study will explore means other than traditional regulatory and taxation measures and identify alternative policy approaches and mechanisms from Canada and other countries. An emphasis will be placed upon holistic measures to promote corporate citizenship (e.g. social audits, incentive programs, etc.) rather than issue-specific measures (e.g. employment equity legislation). To the extent possible the study will identify strengths and weaknesses of alternative models.

The study will also identify research gaps in this area and propose directions for further research.

Methodology

This study will consist of a literature review as well as interviews with key stakeholders.

Resources

In-house (1FTE - 4 months)

Timeframe

Completion by March 31, 1998

Partners

Community Partnerships Program (possible)

Issue 11: Evolving government institutions and policies to support social cohesion

26 Governance to Support Social Cohesion: An International Comparative Review (Sharon Jeannotte & Roger Butt)

Context and purpose

The increased complexity of issues which fall under the rubric of social cohesion necessitates active and ongoing collaboration among various levels of government and a range of government departments. While such collaboration has been effective in some instances, in others it has failed to produce the desired results and, may in fact contribute to fragmentation and distrust among various players, and indeed among the Canadian public. It has been suggested that the institutions and processes currently in place for collaboration and shared governance are inadequate and need to be reformed to take account of the horizontal nature of contemporary policy issues.

This international comparative study would investigate alternative models of partnership, collaboration and shared governance, particularly in areas of cultural and social policy. It would examine both **intergovernmental** mechanisms as well as **intragovernmental** mechanisms with a view to strengths, weaknesses and key success factors of each. It would also examine their potential applicability to Canada.

Methodology

The study will build upon an international comparative study undertaken by the Canadian Policy research Networks which examined intergovernmental social policy mechanisms in Australia and Germany. The current study will add to that analysis in three ways. It will examine both intergovernmental and intragovernmental mechanisms; it will emphasize mechanisms for dealing with issues of cultural policy and the information society, and it will examine countries other than those reviewed by the CPRN.

Resources

In-house (1 FTE - 4 months)

Timeframe

Completion by January 1, 1998

Partners

Community Policy Research Networks, CCMD (possible)

27 International Perspectives on Canadian Language Policy (Michael O'Keefe) [Text to follow]

THEME 4 MEASUREMENT ISSUES

28 CPRN Mapping Social Cohesion (Susan Scotti and Ned Ellis) [Text to follow]

29 International Comparative Review of Social Cohesion Issues (Sharon Jeannotte)

Context and Purpose

Concern about social cohesion in Canada has been growing over the past few years, fuelled by a sense that the social fabric of the country is unravelling and that the shared values, sense of common purpose and equal opportunity that have characterized the country over the past century are eroding.

Reaching a common definition of “social cohesion” has been one of the challenges facing the ADMs’ Policy Research Committee. While some agreement has been reached on elements of social cohesion, a more precise definition, along with more measurable and robust indicators, may have to await the completion of the medium-term, horizontal research plan being developed by the Sub-committee on Social Cohesion.

In the meantime, research officers in the Strategic Research and Analysis Directorate have become increasingly aware that other countries also have growing concerns about the state of social cohesion in their societies. In the context of the work that will be ongoing over the coming months to develop indicators of social cohesion and to document the impact of threats to social cohesion in Canada, it would be useful to have an overview of the social cohesion concerns of other countries.

The International Comparative Research Unit of SRA proposes to survey a number of other countries to:

- 1) determine how they define “social cohesion” in their societies;
- 2) outline the major threats, as their government sees them, to social cohesion in their countries; and
- 3) describe any measures that governments are undertaking to address perceived threats to social cohesion.

Methodology

The methodology would consist of a literature search, utilizing for the most part, information already collected by the Department of Foreign Affairs and International Trade, as well as documentation in the SRA library from international organizations such as the OECD, the Council of Europe and the World Commission on Culture and Development. Information may also be gathered from the Internet and from other sources such as the World Values Survey and the International Social Survey Program. To the extent that information is available through the embassies and high commissions of the countries studied, these sources will also be surveyed and used.

A preliminary examination of available data suggests that the following countries might be surveyed to determine their perceptions of and policy stances toward possible threats to social cohesion:

- | | | | |
|-------------|-----------|-----------|---------|
| - Australia | - Belgium | - France | - India |
| - Austria | - Brazil | - Germany | - Japan |

- Korea
- Mexico
- Netherlands
- New Zealand
- Spain
- Switzerland
- United Kingdom
- United States

In addition, as indicated above, any general information on social cohesion issues within large regional or economic blocs, such as the European Community or the OECD, will also be taken into account in the development of this report.

The final research product would consist of an overview report, supplemented by profiles of the countries chosen for the survey.

Resources

This study would be carried out using internal SRA resources.

Timeframe

Six months - completion in fall 1997 (if begun in spring 1997).

Partners

While this is envisioned as an in-house project, a partnership with the Department of Foreign Affairs and International Trade might facilitate access to data.