



President
of the Treasury Board

Présidente
du Conseil du Trésor



Canada's Performance 2001

Annual Report to Parliament

Canada



**Canada's
Performance
2001**

About *Canada's Performance 2001*

This document is the President of the Treasury Board's seventh annual report to Parliament on government performance. Previous reports, including last year's document, *Managing for Results*, are available at: http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/est-bd/res/mfr_e.htm

This year's report represents a new approach. Previous publications have provided an overview of progress in public performance reporting. *Canada's Performance 2001* is the first document to provide information on the broader quality of life of Canadians, as it can be measured by certain societal indicators. In so doing, it sets a context for assessing the performance of federal government programs. It also provides basic information to support dialogue among Canadians about future directions in public policy.

How to Get More Information

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PRESIDENT'S MESSAGE

In Canada we are fortunate to have a quality of life that is envied around the world. Many factors have contributed to our success as a country, though none more than the willingness of generations of Canadians to work together for the common good. As we move forward into the 21st century, the Government of Canada is determined to work with our partners nationally and internationally, and with all Canadians we serve, to create an even more prosperous future. This means working to build a world-leading economy. It means ensuring that all Canadians can enjoy the benefits of a clean and healthy environment. It means, as well, fostering more inclusive and safe communities. Translating these goals into reality requires co-operation across all sectors of society.

Government of Canada programs and services make a critical contribution to the day-to-day quality of life across this country. Therefore the government has a profound responsibility to ensure that these programs and services are well-administered and focused on citizens' needs, and that they produce concrete and measurable results. Canadians have a right to expect excellence, and we must strive to provide it.

As President of the Treasury Board, the government's management board, I am pleased to table *Canada's Performance 2001*. This annual report provides a broad overview of trends in society measured by nineteen societal indicators that, taken together, provide a snapshot of the quality of life in this country. It also highlights many of the federal programs and initiatives that contribute to our quality of life. In the electronic version of this report, you will also find many useful hyperlinks to additional information.

This report is an important mechanism to promote more open government. It is through this kind of performance reporting that the government keeps Parliamentarians and Canadians informed of what it is trying to achieve. I sincerely hope that this report will be a tool to help Canadians become more aware of the public policy and governance issues of this country and become more involved in them.

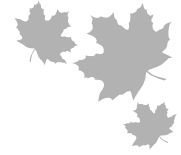
“The paper version was signed by Lucienne Robillard, President of the Treasury Board”

Lucienne Robillard
President of the Treasury Board



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INTRODUCTION

PERFORMANCE REPORTING FOR CANADIANS

The Government of Canada has a central goal of improving the quality of life for all Canadians. Achieving this requires a balance of economic and social measures and an approach that reinforces shared Canadian values and a sense of community. This is the Canadian Way, which recognizes that economic and social progress must be pursued together, that the real value of a strong economy is the opportunity it generates for Canadians, and that a strong society allows all its members to participate. In the 2001 Speech from the Throne, the Government of Canada set out its balanced plan for creating and sharing opportunity according to these principles.

Open performance reporting on government programs and initiatives is an essential part of working together toward our goal of creating and sharing opportunity. It helps identify effective means of improving quality of life, and also supports responsible stewardship of the government's financial and other resources.

The government's approach to performance reporting is based on a simple premise: Canadians have a right to know **what** governments are trying to achieve, **why** governments believe certain activities contribute to their objectives, and **how** governments plan to measure whether they are achieving the objectives.

In order to answer the questions "what," "why" and "how," each year since 1997 the government has tabled two sets of departmental reports in Parliament. In the spring, departments and agencies produce their Reports on Plans and Priorities for the coming fiscal year. In the fall, they provide parliamentarians with their Departmental Performance Reports indicating achievements attained over the previous fiscal year. This year, 84 departments and agencies tabled performance reports for the 2000–01 fiscal year.

This document complements the departmental reports by giving Canadians a broad perspective on national performance. It provides information on the quality of life in our country and where we stand in comparison with other post-industrial nations. With this information in hand, Canadians are better placed to assess the performance of government programs and initiatives, and to engage in shaping public policy.





This move toward greater transparency and engagement is part of the government's larger management agenda. In March 2000, with the tabling in Parliament of *Results for Canadians: A Management Framework for the Government of Canada*, the federal government made four fundamental commitments:

- to sharpen its **citizen focus** in designing, delivering, evaluating and reporting on government activities;
- to guide public service management by a clear set of **values**, including openness and transparency;
- to focus on the achievement of **results**; and
- to ensure **responsible spending**.

Canada's Performance 2001 reinforces the government's management framework in three important ways:

- It supports **citizen engagement** in discussion on broad policy directions and agenda setting. Providing information on national performance can help in the identification and achievement of shared goals. It can also facilitate public debate and subsequent improvements to government policies and programs.
- It **improves the quality of program performance information** available to citizens. The report draws direct links between federal initiatives across a range of departments and agencies and the broader government agenda of improving quality of life. Over time, the report should support the move toward greater accountability in public service management.
- It **supports parliamentarians** who require a context in which to review the results achieved by individual federal departments.

REPORTING WITH A QUALITY OF LIFE DIMENSION

Canada's Performance 2001 presents data on a set of 19 societal indicators that reflect a balance of social, economic and environmental interests. These indicators have been grouped according to four main themes that public opinion research has found matter strongly to citizens:

- economic opportunities and innovation in Canada
- the health of Canadians
- the Canadian environment
- the strength of Canadian communities





In the 2001 Speech from the Throne, the government highlighted the importance of these themes and presented a balanced plan for creating and sharing opportunity. In particular, it set objectives in the following areas:

- to build a world-leading Canadian economy driven by ideas and talent;
- to create a more inclusive society where children get the right start in life, where high-quality health services are available to all, and where Canadians enjoy strong and safe communities;
- to ensure a clean, healthy environment for Canadians and the preservation of our natural spaces; and
- to enhance Canada's place in the world and our shared sense of citizenship.

Over the last few years, the government has consulted with parliamentarians and with Canadians from all walks of life on the list of indicators and the approach used in this report. Their advice regarding the indicators has been consistent:

- Information must be **relevant**; indicators must reflect Canadian values.
- Information must be **temporal**; data must highlight trends over time and show progress toward goals.
- Information must be **available**; data must be easily accessible.
- Information must be **comparable**; it must be possible to compare with data from other countries.
- Information must be **understandable**; data must be easily grasped by various audiences.

NINETEEN SOCIETAL INDICATORS, BY THEME

Economic opportunities and innovation in Canada

- real gross domestic product per capita
- real disposable income per capita
- innovation
- employment
- literacy
- educational attainment

The health of Canadians

- life expectancy
- health status
- infant mortality
- physical activity

The Canadian environment

- air quality
- water quality
- biodiversity (species at risk)
- toxic contaminants in the environment

The strength of Canadian communities

- volunteerism
- attitudes toward diversity
- participation in cultural activities
- political participation
- crime





WHAT'S IN THE REPORT

Each chapter begins with an **issue** section, a general introduction to the theme in question. These issue sections also briefly highlight the Government of Canada's roles and responsibilities in improving the economic situation, the health of Canadians, the Canadian environment and the strength of our communities.

Canada's Performance 2001 also looks at **what we know** in each thematic area and highlights trends in the societal indicators over time. It also includes international comparisons wherever applicable, based on the limited comparable data available. These elements of the report help establish a broader foundation on which to assess both the performance of government programs and Canada's performance in general.

The report then looks at **program performance information** related to the economic situation, the health of Canadians, the environment and our communities. The aim here is to help Canadians understand the efforts of the federal government to improve the national quality of life, often in partnership with other levels of government and with the private and voluntary sectors.

Each chapter highlights one program or initiative contributing to the improvement of Canada's well-being. Following the description is a list of other such programs and initiatives. Every effort has been made to provide as broad a listing as possible.

PARTNERING FOR SUCCESS

Canada's Performance 2001 does not attempt to link our quality of life to the actions of any one level of government or sector. Individuals, families, voluntary organizations, private-sector firms, governments and other actors in society all contribute to our quality of life. And since we now live in a global village, activities outside Canada also have a significant influence on our environment and economy. The Government of Canada is one of many players taking actions that influence the broad social and economic outcomes described in this report and it remains committed to working with all partners in pursuit of a higher quality of life for citizens.

The Social Union Framework Agreement¹ signed in 1999 by federal, provincial and territorial governments (except Quebec), is an example of co-operation on health and social issues to better meet the needs of Canadians. Among other things, the Agreement commits participating

1. See Appendix for further information on how the federal government is working to improve accountability under the Social Union Framework Agreement.





governments to be more accountable to citizens for the results of their social programs and activities.

Another example of partnering for success is the Voluntary Sector Initiative, a joint project between 25 federal departments and the voluntary sector, which includes more than 175,000 non-profit organizations. This collaboration is intended to improve the quality of life of Canadians, and those involved are working to achieve this by building relationships, increasing the capacity of the sector, and improving the regulatory framework.

A FIRST STEP

The government recognizes that it cannot possibly tell the entire story of Canada's economy and society through a limited set of indicators and themes. It also recognizes that there are many gaps in the program performance information now available under each of the themes. The indicators, however, do provide a view of the state of the economy, the health of the population, the condition of the environment and the strength of communities.

Canada's Performance is a multi-year initiative and this first publication is the foundation upon which future reports will be built. The government is committed to improving the report over the next few years by adding societal indicators and themes, and enhancing the performance information available on federal programs and initiatives. The views of Canadians will also be sought to help shape future reports.

FURTHER INFORMATION ON GOVERNMENT PERFORMANCE

Every year government departments and agencies produce Performance Reports highlighting the activities and results of their programs. These may be consulted in many public libraries or on the Internet at http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/est-bd/p3dep/DPR_e.htm

The Treasury Board of Canada Secretariat's Performance Report contains an overview of the major management issues and initiatives outlined in *Results for Canadians*.

The electronic version of this report includes many links to additional information on the performance of federal programs and initiatives, societal indicators, and related matters. For this information, consult *Canada's Performance 2001* on-line at <http://www.tbs-sct.gc.ca/rma/communic/communie.asp>

Engaging Canadians in such a way that they trust their public institutions and feel connected to them requires a responsive Public Service which is accountable and which reflects the abilities and diversity of the Canadian population. The government is committed to ensuring that we have





the talent necessary for a Public Service that can achieve excellence. The government's efforts to modernize the Public Service for the requirements of the 21st century are chronicled in the *Eighth Annual Report to the Prime Minister on the Public Service of Canada* and in the Public Service Commission of Canada's *Annual Report 2000–01*.

More information on the societal indicators discussed in this report can be found on the internet at http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/SI/si_e.htm.

GIVE US YOUR FEEDBACK!

We want to know what you think about the contents of this report. In both its electronic and print versions, *Canada's Performance 2001* includes a short questionnaire seeking your views on the report's usefulness, your preferences for additional themes and other matters. Also included are the address, telephone number and e-mail address of contact persons who would be happy to discuss the report with you. Your views will help the government determine the form of its reporting to Canadians and to Parliament on management and performance issues.





ECONOMIC OPPORTUNITIES AND INNOVATION IN CANADA

THE ISSUE

With one of the world's strongest economies, Canadians currently enjoy one of the highest standards of living.

Today technological change and globalization are accelerating. For Canada's economy and society, the effects are profound. Our ability to be innovative in the development and application of new ideas is at a premium. To thrive in a global, knowledge-based economy, Canadians need to be adaptable and outward-looking in their economic practices. Canada is better positioned than at any time in the past three decades to seize the opportunities of the new economy.

Thanks to a highly educated, skilled and committed workforce, Canada can take advantage of the opportunities presented by globalization. It has an excellent infrastructure, sophisticated financial markets and a well-deserved reputation as a competitive trading nation. Canada's stable democracy is also beneficial to the economy, allowing the pursuit of long-term goals.

The role of the federal government is to work in co-operation with other governments, businesses, institutions and Canadians to formulate and implement sound economic, social, and fiscal policies to stimulate development and growth of the economy.

Some of the federal government's specific contributions to innovation and economic growth are summarized below.

- In 1991 the federal government and the Bank of Canada adopted a policy of keeping the inflation rate low and stable. The explicit goal of maintaining annual inflation within a target range from 1 to 3 per cent has been achieved.
- The Canadian Opportunity Strategy, introduced in 1998, set forth a plan to strengthen education, research and innovation. Some of its initiatives include the \$1.9 billion Canadian Foundation for Innovation that is helping to create world-class universities and research facilities; the \$2.5 billion Millennium Scholarship Fund that is providing awards to more than 100,000 post-secondary students each year for 10 years and a \$900 million program to establish and sustain 2000 Canada Research Chairs by 2004-05.





- Governments at all levels have emphasized debt and deficit reduction. The federal deficit has been eliminated and surpluses have been recorded in the last four years. The federal debt-to-GDP ratio has been reduced from a peak of 71 per cent in 1995–96 to below 52 per cent in 2000–01, the best performance among the Group of Seven countries (the G-7).
- The federal government has recently announced a tax reduction program of \$100 billion over a five-year period.

This chapter provides a snapshot of the state of economic opportunities and innovation in Canada as determined by the following six indicators:

- **Real gross domestic product (GDP) per capita** is equivalent to the total inflation-adjusted income per person generated in Canada during the year, including wages and salaries, business profits, and earnings from self-employment. Over time, change in real GDP per capita is the most common indicator used to measure improvement in the standard of living.
- **Real disposable income per capita** focusses more on an individual's take-home pay. It is personal-sector income after taxes and transfers, and it is adjusted for inflation. It measures the income available to individuals for consumption or saving.
- **Innovation** is a primary driver of our productivity growth. Increased productivity in turn leads to a higher income.
- The **employment** rate is the ratio of employment to the working-age population. A higher employment rate leads to a higher household income and is an important element in raising the average standard of living.
- **Literacy** is crucial to the development of basic skills and lifelong learning. Many countries promote it with the aim of improving their economic health and the well-being of their citizens. Literacy is especially important in today's highly competitive global economy: countries are quickly moving to develop and nurture their own human capital, recognizing it as central to their economic success.
- **Educational attainment** measures the human capital of the nation, and indicates the quality and skills level of the workforce. A well-educated and well-trained labour force is critical to the social and economic well-being of a country, enabling it to generate innovative ideas and take advantage of economic opportunities. Education plays a role in raising the skills and competencies of the population, thereby improving the capacity of people to learn, work and live well.





WHAT WE KNOW

Real gross domestic product (GDP)

per capita: The broadest measure of the standard of living and most commonly used measure of economic well-being, real GDP is the inflation-adjusted value of all the goods and services produced in a country yearly. It is also a measure of income generated by production within the country.

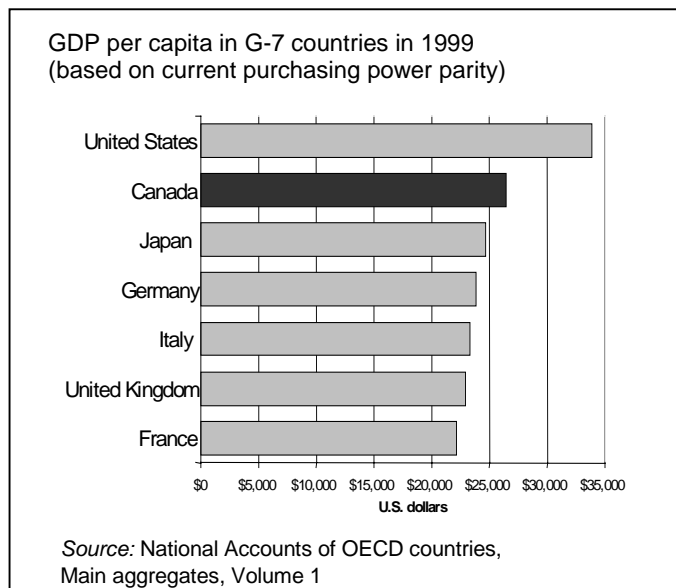
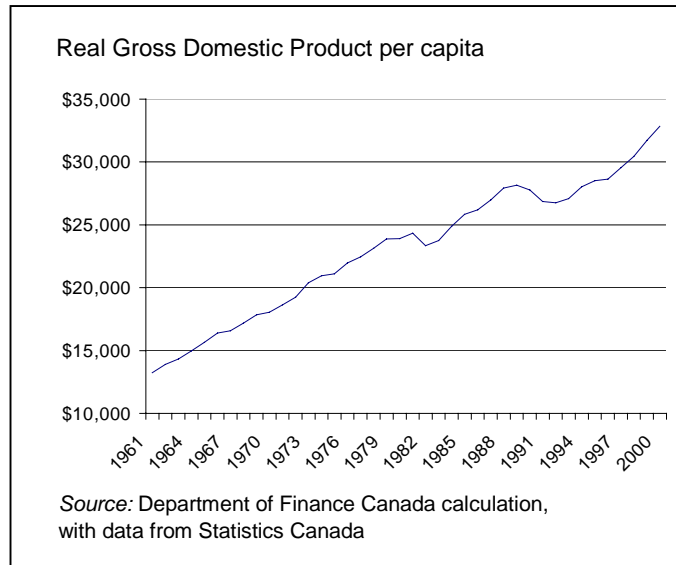
GDP per capita is the product of two key variables:

- the average value of goods and services produced by each worker; and
- the proportion of the population that is working.

By this measure, the average standard of living of Canadians has grown strongly over the past four decades, from slightly more than \$13,000 in 1961 to almost \$33,000 in 2000 (when measured in 1997 dollars).

Real output per capita increased by an average of 2.9 per cent per year from 1995 to 2000, compared with only 0.2 per cent per year in the first half of the decade.

Despite this improvement, studies on economic indicators by the Organization for Economic Co-operation and Development (OECD) show that the average standard of living of Canadians remains about 20 per cent below that of Americans when measured in the same currency and adjusted to reflect differing prices in the two countries. Our productivity gap with the United States is a major cause



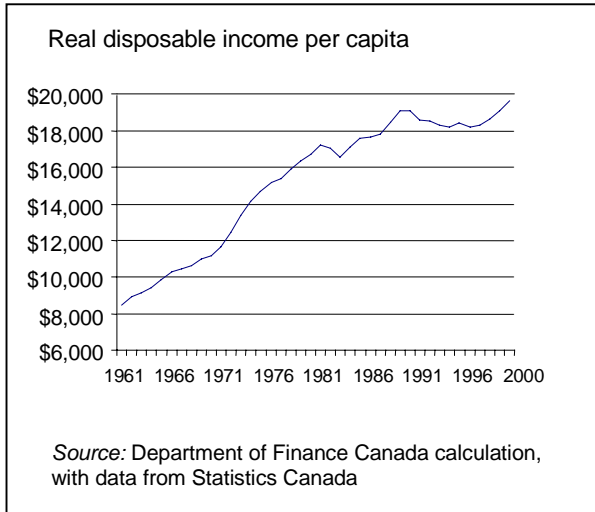


of the disparity. The economy-wide productivity gap between Canada and the United States rose from 12.5 per cent in 1981 to a peak of 16.1 per cent in 2000 (Statistics Canada; U.S. Bureau of Labour Statistics).

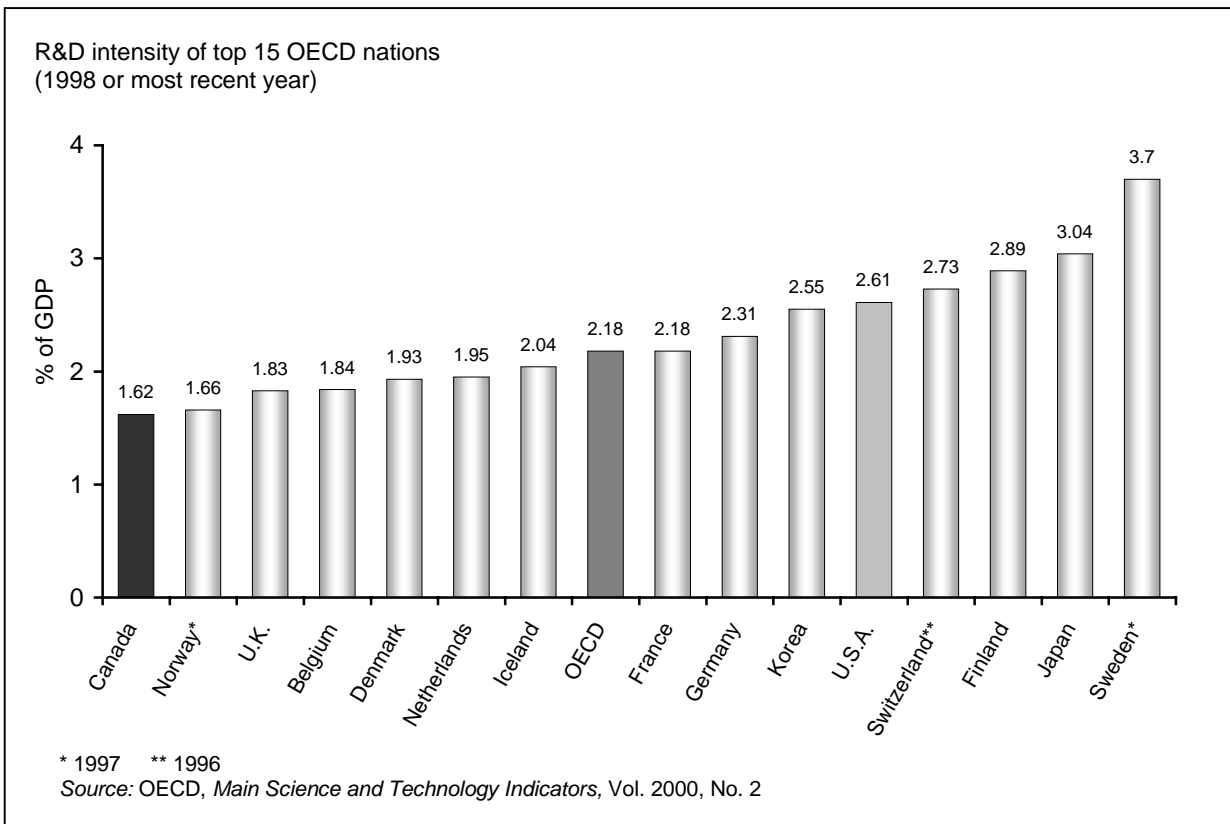
On the other hand, Canadian living standards remain above those of other G-7 countries, as indicated in the corresponding graph.

Real disposable income per capita: Similar to real GDP per capita, real disposable income per capita is dependent on a variety of factors, such as productivity, the employment rate, and changes in taxes and transfers to individuals.

With growth in employment and cuts in personal income taxes, Canadians began to notice an increase in their real disposable income, which gained an average of 2.3 per cent per year between 1997 and 2000.



Innovation is a fundamental building block of productivity and income growth. One measure





of innovation is gross expenditure on research and development (GERD), expressed as a percentage of gross domestic product (GERD/GDP).

In Canada the private sector is the largest investor in research and development (R&D). Yet while R&D investment growth by the private sector has improved of late, the level of R&D conducted by Canada's private sector still lags behind major OECD countries. This is the case despite the fact that Canada has one of the world's most generous R&D tax credit systems. In 2000, an estimated 60 per cent of R&D was carried out by the private sector, 27 per cent by institutions of higher learning, and 11 per cent by the federal, provincial and territorial governments; the remaining 2 per cent was carried out by not-for-profit organizations. In 1998 Canada spent only 1.62 per cent of its GDP on R&D.

Economic growth is not simply a matter of achieving efficiency in a static environment; it is the result of changes in technology, allowing the production of new goods and services in new ways. Studies carried out by the OECD suggest that an "innovation gap" separates Canada from leading OECD countries; in other words, Canada lags behind these countries in innovation. Canada ranks 15th in R&D expenditures as a percentage of GDP among OECD nations.

The federal government is committed to closing this gap by making regular investments, working with partners, and providing an environment conducive to the creation and diffusion of new knowledge and new technologies. For example, according to the Conference Board of Canada, Canada ranks second behind the United States in connectedness. Canada has made tremendous progress toward the goal of being the most connected country in the world.

Connectedness Index Results for 2000*

Country	Rank	Index
United States	1	130
Canada	2	126
Sweden	3	121
Finland	4	117
United Kingdom	5	115
Australia	6	113
Germany	7	108
Japan	8	104
France	9	104
Italy	10	99

* The connectedness index is a weighted assessment of indicators in the areas of availability, price, reach and use. Availability is measured using 10 indicators at a weighting of 20 per cent. Price is measured using seven indicators at a weighting of 5 per cent. Reach is measured using nine indicators at a weighting of 25 per cent. Use is measured using seven indicators at a weighting of 50 per cent.

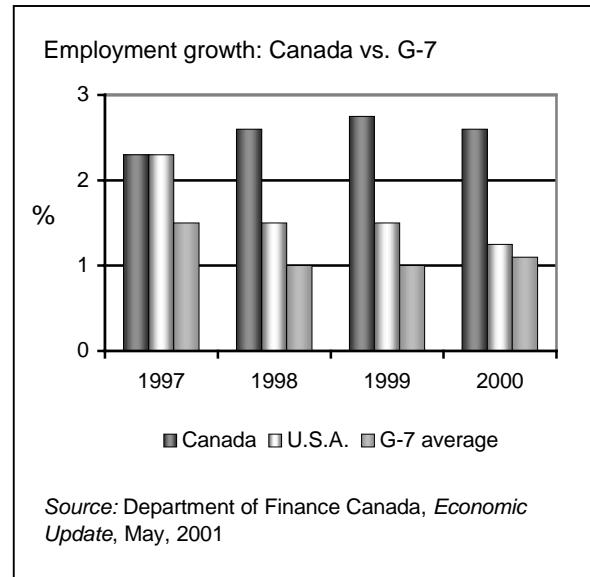
Source: Conference Board of Canada, January 2001





Employment: A high employment rate is a key element in achieving a high average standard of living. The rate is sensitive to a variety of factors, such as general economic conditions and the age distribution of the population. Following a weak performance in the first half of the 1990s, Canada's employment rate has risen substantially.

Since 1996, Canada has experienced strong labour market performance. Over 1.5 million jobs were created from 1996 to 2000, making Canada the leader in employment growth among the G-7 nations.



The unemployment rate is the percentage of people in the labour force looking for employment but unable to find any.

Measured on a comparable basis, Canada had one of the highest unemployment rates of any G-7 country in 1993. Since then, the unemployment rate has declined, reaching a 26-year low and fourth rank among the G-7 countries in 2000.

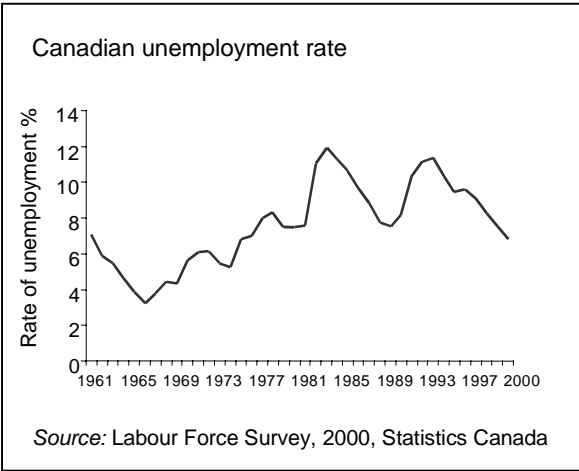
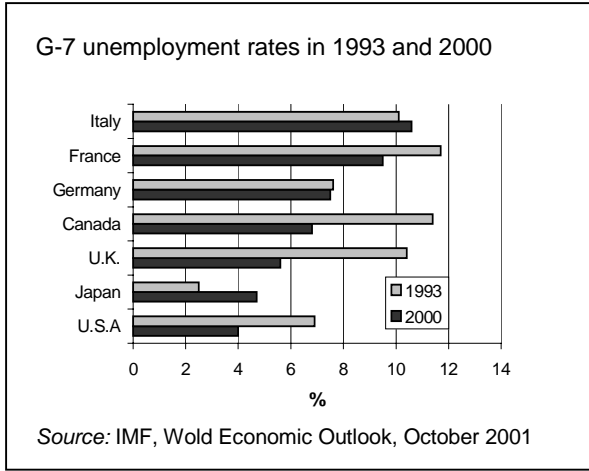
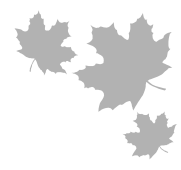
The seasonally adjusted unemployment rate dropped from 9.5% in the beginning of 1997 to an average of 6.8% in 2000.

However, the seasonally adjusted unemployment rate in the first nine months of 2001 averaged 7.0%, up from 6.8% during the same period a year before.

The unemployment rate varies widely across the country.

Source: Statistics Canada, Labour Force Survey, October 2001





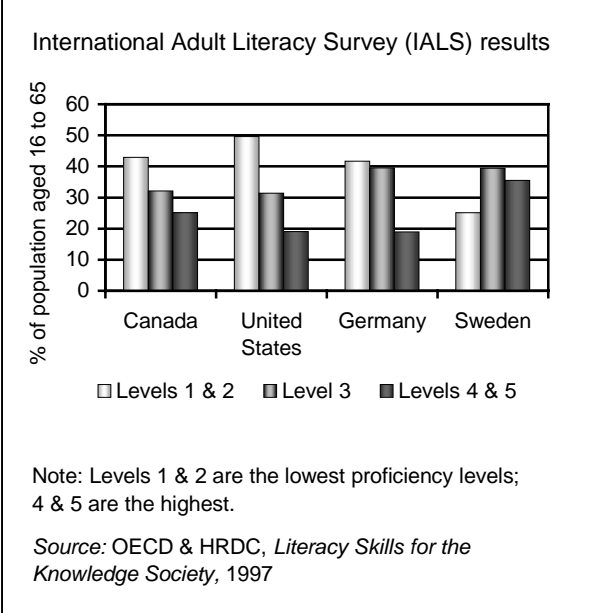
Literacy: A basic level of literacy is now required to get and keep most jobs and to adjust to changing economic opportunities. This is more than simply being able to read and write; it refers to an individual’s ability to understand and use information.

Literacy is the product of complex social and economic forces extending beyond the educational system. Economically, socially or both, society rewards individuals who are literate and penalizes those who are not. Literacy skills matter to a nation because they enable its labour force to compete in a changing world, opening the way for economic growth and enhanced quality of life.

Poor literacy skills may lower quality of life and increase health and safety risks, raising human and social service costs.

Source: Movement for Canadian Literacy, 2001

The International Adult Literacy Survey (IALS) is an important tool that has helped shape the way we think about literacy today. The IALS recognizes five levels of proficiency ranging from the lowest (Level 1) to the highest (Level 5). In general, Level 3 under the Survey has been adopted as the suitable “minimum for coping with the complex demands of everyday life and work in OECD countries” ([Highlights from the Second Report of the International Adult Literacy Survey: Literacy Skills for the Knowledge Society](#)).



Canada, like the U.S., is distinctive in having a high degree of variation in the distribution of



literacy skills, with large numbers of people at both the lowest and highest levels of literacy. In many European countries, the variation is relatively small.

Young adults have the benefit of more schooling, and a larger proportion of that age group has received extended formal schooling compared with older adults. Despite this, we know that one quarter of all high school graduates under the age of 20 are at literacy levels 1 and 2.

Considerable effort is needed to improve literacy and narrow the range of literacy scores.

Educational attainment affects the likelihood of an individual's finding employment, the type of employment obtained and the security of that employment into the future. Education contributes to the wealth of Canadian citizens, families and society as a whole.

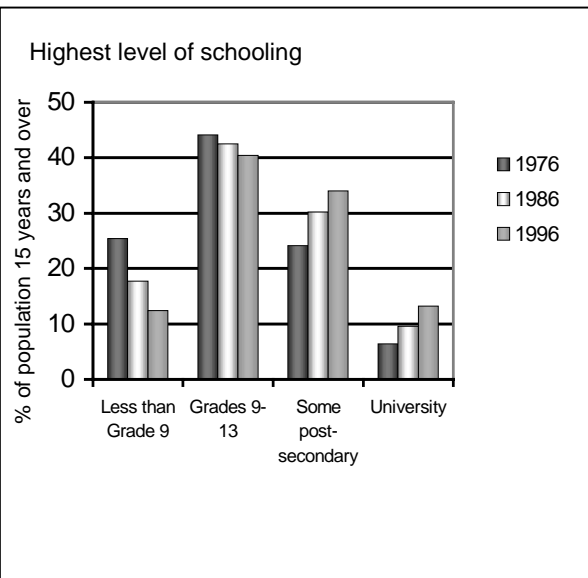
In recent decades the demand for skills has risen in OECD countries, making upper secondary education the minimum level required for successful labour market entry. Upper secondary education serves as the foundation for post-secondary learning and training, this in turn being a prerequisite for entry into professional and knowledge worker positions.

Some 67.4% of Aboriginal people have less than upper secondary education, compared with 43.7% of non-Aboriginal people.

Enrolment of First Nations students in post-secondary education rose from 250 in 1968–69 to approximately 27,000 in 1999–2000.

Some 8.1% of Aboriginal people have completed post-secondary education, compared with 17.7% of non-Aboriginal people.

Source: Statistics Canada, 1996 Census



There has been a steady increase in the highest level of education attained by Canadians aged 15 and over. From 1976 to 1996, the following statements can be made about that age group:

- The proportion attaining less than Grade 9 education decreased from 25.4 to 12.4 per cent.
- The proportion completing Grades 9 to 13 as their highest attainment decreased from 44.1 to 40.4 per cent.

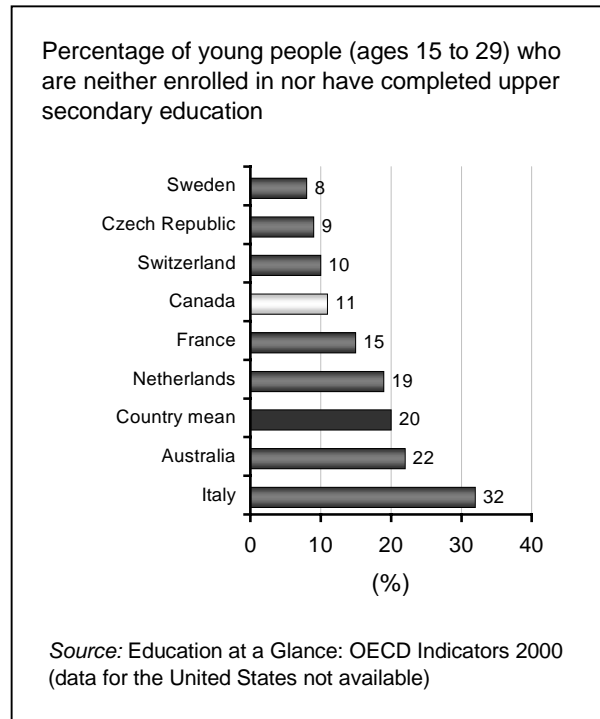




- The proportion completing some post-secondary education increased from 24.1 to 34.0 per cent.
- The proportion obtaining a university degree increased from 6.4 to 13.2 per cent.

In terms of the percentage of young people who have neither enrolled in nor completed upper secondary education, Canada compares relatively well with other post-industrial countries.

A highly skilled and capable workforce requires the knowledge and training attained through post-secondary education. In Canada, demand for post-secondary education is increasing.



PROGRAM PERFORMANCE INFORMATION

An example of a program developed in partnership with provinces and territories that is yielding results is the Labour Market Development Agreements (LMDAs). LMDAs foster skills development, an important foundation for labour market entry and for economic growth.

LMDAs are partnerships responding to the specific needs of local labour markets. Since 1996, agreements have been negotiated, signed and implemented in all provinces and territories except Ontario. They have helped clarify federal, provincial and territorial responsibilities in the labour market sector.

Under the agreements some provinces and territories have negotiated transfer agreements with the federal government, giving them full responsibility for designing and delivering active employment measures funded through the Employment Insurance (EI) program. Other provinces and territories have negotiated co-management agreements with the

The implementation of Labour Market Development Agreements, changes to the *Employment Insurance (EI) Act* and strong labour market performance between 1998 and 2000 may have contributed to the return to work of more than 567,000 EI clients, plus 1999 savings of \$938.5 million in EI benefits that would otherwise have been paid.

Source: *Employment Insurance 2000 Monitoring and Assessment Report*



federal government; in this case, both parties plan, design and evaluate active employment measures funded and delivered by Human Resources Development Canada through the EI program.

Primary results indicators are used to measure the impact of both types of agreements on Employment Benefits and Support Measures (programs and services delivered under the LMDAs). The indicators are

- the number of EI claimants served;
- the number of EI clients who have returned to employment; and
- fewer income benefits required.

The two levels of government involved conduct joint evaluations of programs and services delivered under the agreements. Early evaluations focus on design, delivery and implementation. Results identified in the *Employment Insurance 2000 Monitoring and Assessment Report* indicate that LMDAs have helped to accomplish the following:

- reduce overlap of programs and services provided;
- increase the flexibility of programs and services; and
- expand partnerships between and within different levels of government.

Evaluations will also be conducted after the agreements have been in place for three years. These will provide more extensive information on the impacts that the LMDAs have had on programs and services.

PROGRAMS AND INITIATIVES RELATED TO ECONOMIC OPPORTUNITIES AND INNOVATION

On the following pages is a list of other major federal programs and initiatives that help create economic opportunities and innovation in Canada. Additional information on these programs and initiatives (including performance information in some cases) is available via hyperlinks in the electronic version of this report.

Many of the programs and initiatives are horizontal partnerships, meaning that various departments, agencies, governments or third-party stakeholders are working in collaboration to achieve common results. Further information on horizontal initiatives is available on-line at http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/coll_res/coll_res_e.htm.





The list is organized according to the indicators addressed in this chapter. Nevertheless, many of the programs involve actions or policies that touch on more than one indicator or issue.

REAL GROSS DOMESTIC PRODUCT PER CAPITA

Agriculture and Agri-Food Canada

- [Aboriginal Farm Business Management Pilot Program](#)
- [Business Group](#)
- [Canadian Farm Business Management Program \(CFBMP\)](#)
- [Canadian Rural Partnership](#)

Atlantic Canada Opportunities Agency

- [Business Development Program](#)
- [Community Business Development Corporations](#)
- [Venture Capital](#)
- [Youth Entrepreneurs ConneXion](#)

Canada Commercial Corporation

- [International Prime Contractor Service](#)
- [International Prime Contractor Service for Sales to U.S. DoD and NASA](#)
- [Pre-shipment Export Financing Service](#)
- [U.S. Bid Matching Service](#)

Canada Customs and Revenue Agency

- [Guide for Canadian Small Businesses](#)

Canadian Economic Development for Quebec Regions

- [Community Futures Program](#)
- [Regional Strategic Initiatives \(RSI\)](#)

Department of Foreign Affairs and International Trade

- [Canadexport Online](#)
- [Program for Export Market Development](#)

Farm Credit Corporation

- [Investments](#)
- [Lending](#)

Human Resources Development Canada

- [Canadian Business Service Centres](#)

Indian and Northern Affairs Canada

- [Community Economic Development Program \(CEDP\)](#)
- [Economic Development Opportunity Fund \(Opp Fund\)](#)
- [First Nations & Inuit Youth Business Program](#)
- [Major Business Projects Program \(MBPP\)](#)
- [Resource Partnership Program \(RPP\)](#)

Industry Canada

- [Aboriginal Business Canada](#)
- [Canada Small Business Financing Act](#)
- [E-commerce Strategy](#)
- [The Federal Economic Development Initiative in Northern Ontario](#)
- [Retailer Resource Centre](#)
- [Sources of Financing](#)
- [Starting a Small Business – Strategis](#)





Natural Resources Canada

- International Investment Promotion Program

Treasury Board of Canada Secretariat

- Infrastructure Canada

Western Economic Diversification Canada

- Francophone Economic Development Initiatives
- Urban Development Agreements
- Western Canada Business Service Network
- Western Economic Partnership Agreements (WEPAs)

REAL DISPOSABLE INCOME PER CAPITA

Department of Finance Canada

- Canada Child Tax Benefit (CCTB)
- Children's Special Allowances
- Community Volunteer Income Tax Program
- Disability Tax Credit
- Five-Year \$100 Billion Tax Reduction Plan
- General Income Tax and Benefit Package
- GST/HST Credit
- Relief For Heating Expenses (RHE)

Human Resources Development Canada

- National Child Benefit (NCB)

INNOVATION

Agriculture and Agri-Food Canada

- R&D Matching Investment Initiative (MII)

Atlantic Canada Opportunities Agency

- Business Development Program (BDP)

Canada Customs and Revenue Agency

- Provincial and Territorial Governments R&D Programs
- Scientific Research and Experimental Development (SR&ED) Program

Canada Economic Development for Quebec Regions

- IDEA-SME
- Multimedia Experimentation Fund

Canadian Foundation for Innovation

- Canada Foundation for Innovation

Fisheries and Oceans Canada

- Aquaculture Collaborative Research and Development Program
- Argo Program
- Program for Sustainable Aquaculture

Industry Canada

- Canada Research Chairs
- Canadian Biotechnology Advisory Committee
- Canadian Intellectual Property Office
- Connecting Canadians
- GENOME Canada
- Networks of Centres of Excellence (NCE)
- PRECARN
- SchoolNet - Network of Innovative Schools
- Smart Communities
- Technology Partnerships Canada

National Research Council Canada

- The Canadian Technology Network

Natural Resources Canada

- Canada's Model Forest Program





- Canadian Explosives Research Program Laboratory Services
- CANMET – Materials Technology Laboratory Minerals and Metals Research Programs
- CANMET – Mining and Mineral Sciences Research Program
- First Nation Forestry Program
- GeoConnections
- Industry Energy Research and Development (IERD) Program
- Mining Automation Program
- Renewable Electrical Energy Division (REED)
- Renewable Energy Deployment Initiative (REDI)
- Sustainable Communities Initiative
- Targeted Geoscience Initiative

Social Sciences and Humanities Research Council of Canada

- Aid to Occasional Research Conferences and International Congresses in Canada Program
- Aid to Research and Transfer Journals
- Initiative on the New Economy

EMPLOYMENT

Agriculture and Agri-Food Canada

- Science Horizons in Agriculture and Agri-Food

Fisheries and Oceans Canada

- Aboriginal Fisheries Strategy
- Fisheries Access Program
- First Nations Fisheries Training Program

Human Resources Development Canada

- Aboriginal Human Resources Development Strategy
- Career Awareness
- Electronic Labour Exchange
- Employability Assistance for People with Disabilities (EAPD)
- Employer Link
- Employers Online
- HRDC Youth Initiatives
- Job Bank
- Jobs and Workers (Work/Job Opportunities)
- National Occupational Classification and Career Handbook Internet System
- National Occupational Standards
- Skillnet – The Career and Recruitment Network
- WorkSearch
- Youth Employment Strategy (YES)

Indian and Northern Affairs Canada

- Aboriginal Employment Program
- Aboriginal Work Force Participation Initiative (AWPI)
- First Nations & Inuit Summer Student Career Placement Program
- First Nations & Inuit Youth Work Experience Program

Industry Canada

- Strategis – Employment, Learning

Natural Resources Canada

- Aboriginal Participation in Mineral Development





LITERACY

Canada Post

- [Canada Post School Program](#)

Human Resources Development Canada

- [National Adult Literacy Database](#)
- [National Literacy Secretariat \(NLS\)](#)

Social Sciences and Humanities Research Council of Canada

- [Valuing Literacy in Canada Program](#)

EDUCATIONAL ATTAINMENT

Canada Customs and Revenue Agency

- [Lifelong Learning Plan \(LLP\)](#)

Canada Millennium Scholarship Foundation

- [Millennium Scholarships](#)

Department of Justice Canada

- [Legal Studies for Aboriginal People Bursary Program](#)

Health Canada

- [First Nations Head Start on Reserve](#)

- [Head Start Urban and Northern Initiative](#)

Human Resources Development Canada

- [The Canada Education Savings Grant](#)
- [Canada Student Loans Program](#)
- [Office of Learning Technologies](#)
- [Registered Education Savings Plan \(RESP\)](#)

Industry Canada

- [Campus Connection](#)
- [CanLearn](#)
- [CanConnect Skills Certificate Program](#)
- [Computers for Schools](#)
- [First Nations SchoolNet](#)
- [Prime Minister's Awards for Teaching Excellence](#)
- [SchoolNet](#)
- [SchoolNet Multimedia Learnware and Public Access Applications Program](#)

Indian and Northern Affairs Canada

- [Elementary/Secondary Education Program](#)
- [First Nations & Inuit Science and Technology Camp Program](#)
- [First Nations Schools Co-operative Education Program](#)
- [Post Secondary Education Programs](#)





THE HEALTH OF CANADIANS

THE ISSUE

The health of Canada's society, as well as Canada's success in the 21st century, depends on the health and well-being of individuals and communities. Not surprisingly, Canadians attach great importance to their own health and that of their families, friends and communities.

Most of us agree that health is important, but what does it mean to be healthy? The World Health Organization (WHO) has defined health as a “state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity” ([Preamble to WHO constitution](#), 1946).

The WHO definition, backed by growing research, indicates that many factors combine to influence health. These go beyond the individual and interact in complex ways. They include social support networks, education, employment and working conditions, social and physical environment, personal health practices, healthy child development, biology and genetics, health services, gender and culture (“Towards a Common Understanding: Clarifying the Core Concepts of Population Health,” discussion paper, Health Canada, 1996).

The evidence shows that we need to think of health in a broad sense as something influenced by individual and collective action. That means we all have a part to play: in the personal choices we make, in the care we give those who are sick, and in shaping government policy. At the same time, many determinants of health are influenced not only by individuals but also by the social and economic environment as well as the action of such players as government, business and voluntary organizations.

The health care system is one important part of the larger agenda for a healthier Canada. Under the Canadian Constitution, the provinces and territories are responsible for delivering insured health care to all residents. The federal government is responsible for the following:

- ensuring access to health care for specific groups of people, such as First Nations and Inuit and veterans;
- health protection in general, including disease surveillance and the regulation of pharmaceuticals and medical devices;
- promoting health awareness, disease prevention and educational strategies to inform citizens of the implications for their health resulting from the choices they make;





- health research, through organizations such as the Canadian Institutes of Health Research, the Canadian Institute for Health Information, the Social Sciences and Humanities Research Council of Canada and other programs including those managed by Health Canada;
- contributing financial support to provincial health care systems; and
- upholding the principles contained in the *Canada Health Act*.

By international standards, Canadians enjoy a high level of health. Even so, the government is committed to improving the health of all Canadians. The federal government is focusing greater attention on prevention and health promotion strategies; continuing to strengthen health protection; encouraging innovation and research; addressing the health needs of Aboriginal peoples; and working with provincial and territorial governments to renew a strong, effective health-care system that supports healthy lifestyles and a healthy environment.

As we have noted, health care is only one of many factors that influence our health, and is primarily the responsibility of the provinces and territories. Accordingly, this chapter offers general information on the overall health of Canadians, not on the performance of the health care system. Still, many Canadians are concerned about this system, including such matters as long waiting lists and the availability of emergency services or health care personnel.

The Government of Canada is committed to working with the provinces and territories to renew and strengthen our health care system, which is a cornerstone of our quality of life. For instance, as part of an agreement with provincial and territorial governments at the September 2000 First Ministers' meeting, the federal government committed \$21.2 billion over five years to the [Health Action Plan](#). The investment will enable all governments to move forward in building a modern and sustainable health system for Canadians. It will also help the provinces and territories deal with immediate health system challenges—waiting lists, crowded emergency rooms and lack of diagnostic services.

Citizens have a right to know what their investment in health is yielding. Similarly, results information is essential for making informed decisions and improving the management of health programs. At the September 2000 First Ministers' Meeting, governments agreed that, starting from September 2002, they would report regularly to Canadians on health status, health outcomes, the performance of publicly funded health services, and the actions taken to improve these services. Federal, provincial and territorial health ministers are collaborating on the development of a comprehensive framework using the agreed-upon comparable indicators. Health Canada, Statistics Canada and the Canadian Institute for Health Information are working with provinces and territories to develop indicators and data for the reporting procedure.





As public reporting begins on how the health system is meeting the needs of Canadians, governments will be able to use the information to renew and strengthen medicare. In the coming years, this report will create links, to the extent possible, to comparable health information provided by different levels of government.

The Government of Canada also demonstrated its commitment to renew and strengthen the health care system when the Prime Minister announced on April 4, 2001, that former Saskatchewan Premier Roy Romanow would head up a Commission on the Future of Health Care in Canada. The Commission is mandated to recommend policies to ensure the long-term sustainability of a universally accessible, publicly funded health system that offers quality services to Canadians. The work will be carried out in two phases. First, Mr. Romanow will consult with provincial and territorial governments, health professionals and stakeholders, the results of which will form an interim report in early 2002. Second, Mr. Romanow will engage in a dialogue with Canadians on the findings of the interim report, culminating in a final report to be presented to the Prime Minister in November 2002.

The Canadian Institute for Health Information estimates that health care expenditures topped \$95 billion in 2000, rising 6.9% from the previous year. That works out to over \$3,000 per Canadian per year, up almost \$175 from 1999 (not adjusted for inflation).

Public sector spending currently accounts for over seven out of every ten dollars spent on health care. In 2000, it amounted to about \$67.6 billion. In the late 1990s, the public share of total spending on health care began to increase as governments made significant reinvestments in the health care system.

In 1998, only the United States outstripped Canada in the share of economic output devoted to health care. Canada allocated 9.3% of its gross domestic product to health care; the U.S. figure was 13.6%. Both figures include public as well as private funding.

Source: Health Care in Canada 2001, Canadian Institute for Health Information

The 1999 **Social Union Framework Agreement** (SUFA), signed by all provinces and territories except Quebec, commits governments to work more closely together to meet the needs of Canadians on health and social issues.

The **Health Action Plan**, announced at the September 2000 First Ministers' Meeting, is an example of intergovernmental co-operation on health issues.

Under the **Early Childhood Development** Initiative, governments in Canada are co-operating to provide better outcomes for our country's children.

Following is a snapshot of the overall health of Canadians as measured by four indicators: life expectancy, health status, infant mortality and physical activity.





- **Life expectancy** has long been regarded as a basic and reliable indicator of the overall health of a population, although it has sometimes been criticized for emphasizing longevity over quality of life. Even so, life expectancy allows for reliable comparisons over time and across jurisdictions.
- Self-rated **health status** measures physical and mental health as experienced by citizens themselves. It is an assessment of health as a positive state, not simply the absence of disease. It can also be a good predictor of the existence of more objectively measured problems.
- **Infant mortality** is often used as a basic indicator of social and economic development, allowing for reliable comparisons over time and across jurisdictions.
- Unlike the other three indicators, **physical activity** is a factor that influences health rather than being a measure of health status. Lack of physical activity is recognized as a risk factor for coronary heart disease. Physical activity provides many health benefits including weight control; reduced risk of diabetes, cancer and osteoporosis; stress reduction; and more. Consequently, the level of physical activity performed by individuals during their leisure time is highly relevant to the overall health of Canadians (*Statistical Report on the Health of Canadians*, Statistics Canada, 1999).

These four indicators alone cannot give a truly complete picture of the state of health in Canada, but they do highlight the important elements of that picture. For example, with the exception of physical activity, the indicators do not reveal the specifics of how various economic, social and environmental forces are interacting to shape our health (many of these factors are dealt with in other chapters of this report). Taken together, however, they give us a good idea of how healthy we are.

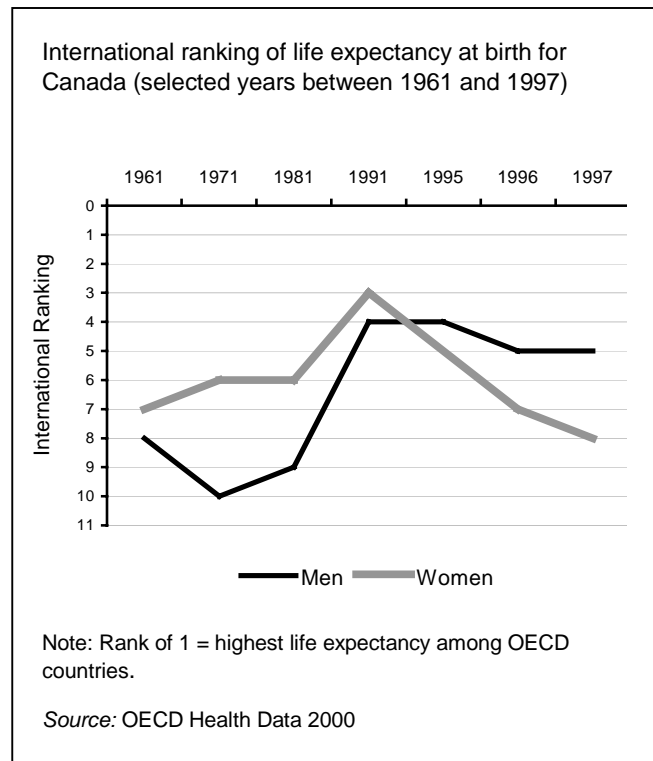
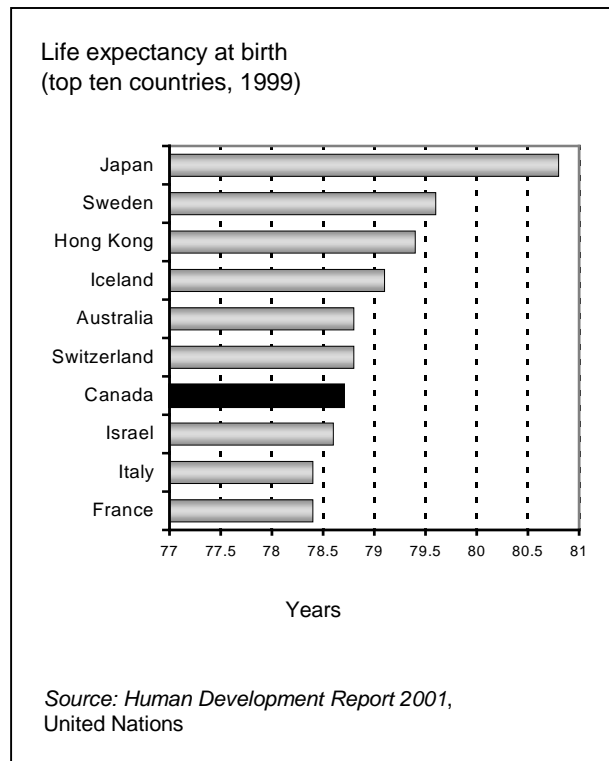
WHAT WE KNOW

Life expectancy in Canada has steadily increased from 59 years in the early 1920s to nearly 79 by 1999 (75.9 for men and 81.4 for women) (*Health Canada Performance Report 2000–01*). When compared with over 160 other nations in terms of life expectancy in 1999, Canada was in the top 10.

Life expectancy at birth for Registered On-reserve Indians is approaching that of the general Canadian population. Despite these gains, a life expectancy gap of approximately 5.7 years remains between the Registered Indian and Canadian populations (*Basic Departmental Data*, Indian and Northern Affairs Canada, 2000).

Women experience more illness, more years of disability and more stress than men, although they live longer (*How Healthy Are Canadians?* Statistics Canada, 2001).





Since 1961, Canada's life expectancy has consistently ranked among the top 10 of the 29 OECD countries. There have been changes in the rankings for men and women, however. From 1961 to 1991, the relative ranking for Canadian women was higher than that for men; whereas the reverse was true from 1995 to 1997.

Since the 1960s, life expectancy for those who reach age 65 has increased from 78 to over 80 for men, and from 80 to over 83 for women (*Health Canada Performance Report 1999–2000*).

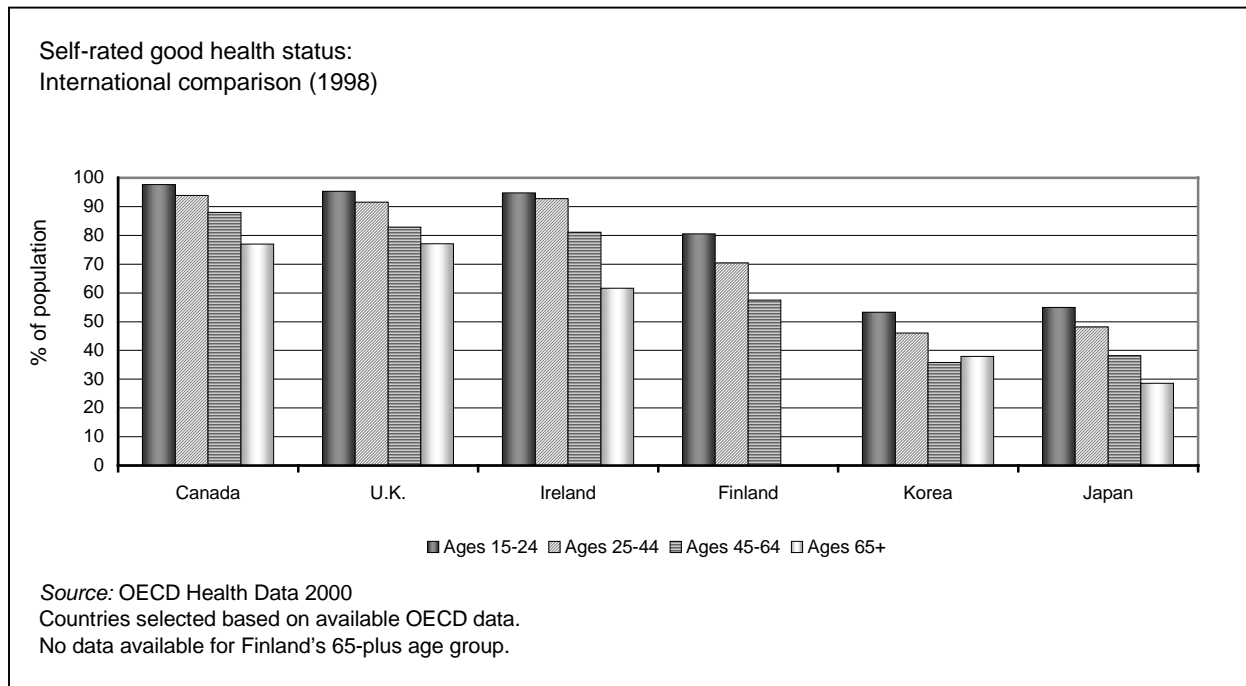
Self-rated **health status** measures physical and mental health as citizens themselves perceive it.

In 1998–99, approximately 69 per cent of Canadians rated their health as very good or excellent, up from 67 per cent in 1994–95. Only 8 per cent rated their health as fair or poor in 1998–99; this figure was almost identical to the 9 per cent in 1994–95 (*Health Indicators*, Statistics Canada, June 2001).

Canadians with lower income and levels of education are less likely to rate their health as excellent or very good than are Canadians with higher income and levels of education (*Statistical Report on the Health of Canadians*, 1999).

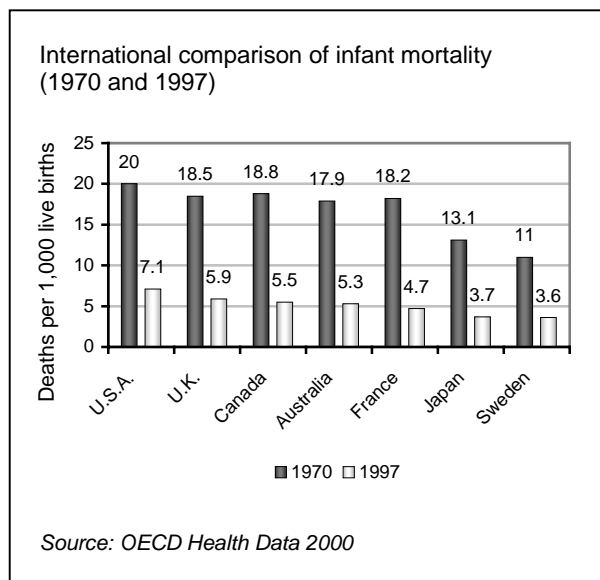


Internationally, a 1998 OECD study found that Canadians continue to be among the world's people most likely to rate their health as good. There is, however, no international standard for measuring perceived health status, and caution is advisable in comparing data from different nations (*Statistical Report on the Health of Canadians*, 1999).



The **infant mortality** rate decreased substantially throughout the past century in almost all developed countries as a result of improvements in sanitation, nutrition, infant feeding, and maternal and child health care, as well as improvements in the economic status of the population. Canada's infant mortality rate decreased from 134 infant deaths per 1,000 live births in 1901 to 5.5 deaths per 1,000 live births in 1997 (*The Daily*, Statistics Canada, March 31, 2000).

As specialized medical care for expectant mothers and, subsequently, their newborns has improved and access to it has expanded, the survival rate has risen for premature babies. This has led to such an increase in the number of high-risk newborns registered as births, that it has resulted in a slowing down of the rate of infant mortality reduction.





Canada's progress away from infant mortality is good from a North American perspective, but it is less impressive when compared with that of Europe or Japan. For example, in 1997 Sweden's infant mortality rate was 3.6 infant deaths per 1,000 live births; in Japan it was 3.7 deaths per 1,000 live births (*OECD Health Data 2000*).

Despite the range of services and programs currently available to Aboriginal communities and supported by provincial, territorial and federal governments, Aboriginal children and families continue to fall far below the Canadian average on many socio-economic indicators of wellness. While progress is being made on many fronts, continued efforts are required to narrow the gaps and build community capacity. For example:

- Infant mortality is falling but is still double that of the non-Aboriginal population.
- Aboriginal infants are over three times more likely than non-Aboriginal infants to suffer Sudden Infant Death Syndrome.
- In 1995, three out of five Aboriginal children under the age of 6 were in low-income families, compared with the national rate of one in four.
- In First Nations communities, disability rates are twice the national average.
- Suicide rates for First Nations youths (ages 15 to 24) are eight times higher than the national rate for women and five times higher than the rate for men.

Source: *Basic Departmental Data, 2000*, Indian and Northern Affairs Canada

Physical activity: According to *How Healthy Are Canadians?* (a 2001 Statistics Canada report), regular physical activity can be beneficial to both physical and mental health. People who exercise are less susceptible to a number of chronic conditions and emotional problems. Studies show, for instance, that the odds of having heart disease are significantly higher for those who are sedentary (5.0 per cent) or those who engage in only light physical activity (3.7 per cent) than for those who engage in moderate or vigorous physical activity (1.0 and 1.3 per cent respectively) (*Health Reports*, vol. 11, no.1, 1999, Statistics Canada).

In 1998–99, some 22 per cent of Canadians aged 12 or older reported that they engaged in vigorous physical activity during their leisure time (*How Healthy Are Canadians?* 2001).

Walking is by far the most popular leisure-time physical activity for Canadians. Gardening and home exercises rank second and third ([National Population Health Survey](#), Statistics Canada, 1999).

Experts estimate that a 10 per cent increase in physical activity would save \$5 billion in costs for medical care and sick leave, as well as tax revenues lost as a result of premature death.

On average, physical activity declines with advancing age.

On average, males in all age groups are more physically active than females, except for those aged 45 to 64.

Source: *How Healthy Are Canadians?* 2001





PROGRAM PERFORMANCE INFORMATION

Our health depends on a complex set of factors extending well beyond the scope of the federal government. Nevertheless, the Government of Canada will continue to advance the health of Canadians through an integrated set of legislative, regulatory and program measures developed in close consultation with the private sector and with associations, provinces, territories and individual Canadians.

An example of how the federal government contributes to advancing the health of Canadians is the promotion of organized breast cancer screening programs. These are achieving significant results. Under the Canadian Breast Cancer Initiative, Health Canada collaborates with provinces and territories in implementing and evaluating breast cancer screening programs in Canada.

Over the past decade, organized breast cancer screening in Canada has grown from a single program screening 9,371 eligible women in 1989 to nine programs screening over 470,000 women in 1998.

Interim evaluation indicates that organized screening programs in Canada continue to meet or exceed most internationally accepted targets. For the 1997 and 1998 screening years, results indicate that unnecessary surgical procedures were kept to a minimum.

Preventing breast cancer deaths depends, in part, on detecting cancers early by mammographic screening. Future analysis will determine how much this early detection has contributed to reducing breast cancer mortality and, indirectly, increasing life expectancy for Canadian women.

Source: Organized Breast Cancer Screening Programs in Canada, 1997 and 1998 Report

PROGRAMS AND INITIATIVES RELATED TO HEALTH

Following is a list of other major federal programs and initiatives that help improve Canadians' health. Additional information on these programs and initiatives (including performance information in some cases) is available via hyperlinks in the electronic version of this report.

Many of the programs and initiatives are horizontal partnerships, meaning that various departments, agencies, governments or third-party stakeholders are working in collaboration to achieve common results. Further information on horizontal initiatives is available on-line at http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/coll_res/coll_res_e.htm

The list is organized according to the indicators addressed in this chapter. Nevertheless, many of the programs involve actions or policies that touch on more than one indicator or issue.





LIFE EXPECTANCY

Canadian Food Inspection Agency

- Food Safety Investigations Program (FSIP)

Correctional Service Canada

- Family Violence Program
- Substance Abuse Program
- Suicide Awareness Program for Inmates

Fisheries and Oceans Canada

- Boating Safety—The Safe Boating Guide
- Search and Rescue Program

Health Canada

- Abuse of Older Adults
- Child, Youth and Family Health
- Community Action Program for Children (CAPC)
- Community Health Programs – First Nations and Inuit Health Branch
- Falls Prevention Initiative
- National Clearinghouse on Family Violence
- Nobody's Perfect Program
- Nutrition for Health: An Agenda for Action
- Quit 4 Life Program
- Safe Living Guide (home and personal safety for seniors)
- Vitality Project

Indian and Northern Affairs Canada

- Adult Care Program
- Family Violence Prevention Program for First Nations
- First Nations Child and Family Services Program
- National Child Benefit for First Nations

Transport Canada

- Air Bag Safety
- Road Safety

HEALTH STATUS

Agriculture and Agri-Food Canada

- Canada's Action Plan for Food Security
- Canadian Agriculture Safety Program (CASP)
- Grain Sanitation and Infestation Control Program
- Safety Monitoring Data for Canadian Grain
- Testing Suspect Grain for Poisonous Substances

Canada Mortgage and Housing Corporation

- Non-Profit On-Reserve Housing Program
- Residential Rehabilitation Assistance Program (RRAP)

Canadian Institutes of Health Research

- CIHR/Rx&D Research Program

Correctional Service Canada

- National HIV/AIDS Program

Environment Canada

- Air Pollutant Emissions Inventory
- Canadian Shellfish Sanitation Program (CSSP)
- National Air Pollution Surveillance Network (NAPS)

Industry Canada

- Canadian Biotechnology Strategy





Health Canada

- AIDS Community Action Programs
- Canadian Diabetes Strategy
- Canadian Strategy for Cancer Control
- Canadian Strategy on HIV/AIDS
- Centres of Excellence for Children's Well-being
- Centres of Excellence for Women's Health
- Cervical Cancer Prevention Network (CCPN)
- Countrywide Integrated Noncommunicable Diseases Intervention Program (CINDI)
- Fetal Alcohol Syndrome / Fetal Alcohol Effects (FAS/FAE) Initiative
- Food Program Public Consultations at Health Canada
- Heart Health Initiative
- Hepatitis C Initiative
- Hepatitis C Prevention, Support and Research Program
- National Hypertension Control Strategy Committee (NHCSC)
- Non-Insured Health Benefits Program
- Population Health Approach
- Postpartum Parent Support Program
- Renewed Canadian Breast Cancer Initiative
- Rural and Remote Health Innovations Initiative (RRHII)
- Tobacco Control Program
- Tuberculosis Prevention and Control Program

Indian and Northern Affairs Canada

- Northern Contaminants Program

Natural Resources Canada

- Safe Use of Explosives and Pyrotechnics

Veterans Affairs Canada

- Improving Access to Health Information Project

INFANT MORTALITY

Health Canada

- Canadian Paediatric Surveillance Program
- Canadian Perinatal Surveillance System

Human Resources Development Canada

- Maternity, Parental and Sickness Benefits

PHYSICAL ACTIVITY

Canadian Heritage

- Sport Canada Funding Programs

Health Canada

- Active Living at Work
- Canadian Health Network (CHN)
- Fitness and Active Living
- Physical Activity Guide to Healthy Active Living
- Physical Activity Guide for Older Adults
- SummerActive





THE CANADIAN ENVIRONMENT

THE ISSUE

A clean and healthy environment is essential to our health and to that of future generations. It also helps build a strong economy and vibrant communities.

Canadians are profoundly interested in the environment, as it touches their lives directly and affects the health of their local communities. Federal departments and agencies undertake, on average, 5,500 to 6,000 environmental assessments annually. Many Canadians participate in these assessments by providing their views on how the potential ill effects of specific projects can be avoided or reduced.

The Government of Canada addresses environmental issues on many fronts, and does so with a sustainable development approach. This approach recognizes the synergies of environmental, economic and social policy objectives. For instance, many federal departments regularly table sustainable development strategies that are monitored by the Commissioner of the Environment and Sustainable Development. These strategies help departments to position their programs, policies and initiatives in relation to broad environmental, economic and social outcomes.

Our national identity is closely linked to our natural environment. Canada is known around the world for its rivers and lakes, its seashores and mountains, and its tracts of wilderness. Our country's rich environment is a treasure for Canadians and an attraction to foreigners, both tourists and investors.

Individuals, businesses and all levels of government bear stewardship responsibility for the environment. From commuters who decide to carpool, to industrial plants that implement pollution prevention programs, we all play a crucial role in sustaining the value and integrity of our environmental assets.

The environment is an area of shared jurisdiction, necessitating co-ordination and co-operation of policies and actions among federal, provincial and territorial governments. The Canadian Council of Ministers of the Environment (except Quebec) signed the Canada-Wide Accord on Environmental Harmonization in 1998 to formalize a framework for multilateral co-operation in which the actions of all governments would be complementary and appropriate to their jurisdiction.

Under the auspices of the Harmonization Accord, several Canada-Wide Standards have been agreed to over the past two years. Each jurisdiction commits to meeting the environmental targets set in the Standards, with the best-situated party taking the appropriate actions for





implementation. Also under the auspices of the Harmonization Accord, several bi-lateral environmental assessment agreements have been developed to improve collaboration with provinces and territories for projects requiring assessment by more than one government.

These approaches recognize that many of our environmental problems are beyond the scope of any one government or organization. Nevertheless, the federal government has important responsibilities such as the following:

- taking action under federal legislation and authority;
- improving understanding of environmental issues through scientific research and monitoring;
- working co-operatively with the provinces and territories in order to achieve the most effective environmental management regime;
- acting on behalf of Canadians on international issues that affect Canada or have global consequences; and
- educating the public on the complexities of environmental issues.

When compared with that of other OECD countries, Canada's environmental performance is average, and shows the need for improvement in some areas. Despite the small size of our population relative to the vast size of our country, we face increasing demands on our natural resources. In fact, in some resource sectors, such as energy use and water consumption, Canadians rank among the highest per capita generators of environmental pressures in the world (*Key Environmental Indicators, 2001, OECD*).

Environmental issues are inherently complex. They can range from the local (e.g., smog) to the global (e.g., climate change).

This wide variation poses a challenge for environmental information. At the national level, for instance, environmental data consist of aggregate indicators, which mask important regional differences. For example, the air quality in a heavily populated region will differ from that in a sparsely populated region.

On the one hand, we have information on broad-scale issues, such as acid rain and climate change. On the other hand, information on issues of local importance, such as water and air quality, is also important. Obviously, no single measure could cover the full spectrum of issues. The challenge is to develop information systems describing the interaction between human activities and the environment and casting light on issues from the local to the global for all major components of the environment (i.e., natural resources, land areas and ecosystems).

At present, Canada has several of the components of such a system. We will look for opportunities to fill in the gaps and integrate elements already in place. With existing





information it is possible to form a useful, though incomplete, picture of Canada's environment and our relationship with it. This chapter presents a snapshot of some of this information based on four indicators:

- **air quality**, assessed by the number of good, fair and poor days, on the basis of the Index of the Quality of Air;
- **water quality**, assessed by the percentage of the municipal population with wastewater treatment;
- **biodiversity**, assessed by the number of species at risk; and
- **toxic contaminants in the environment**, assessed by the accumulation of contaminants in animals at the top of the food chain.

These indicators draw on the most relevant and reliable environmental information now available. The Canadian information is derived primarily from existing Environment Canada sources; in 2001 it was presented in the publication *Tracking Key Environmental Issues*. The international comparisons were taken from various sources providing relevant data that were reasonably comparable for all OECD countries.

The Government of Canada has major initiatives underway to improve the way environmental information is conceptualized and captured. The Minister of the Environment has commissioned a task force to explore the development of a **Canadian Information System for the Environment**. The **National Round Table on the Environment and the Economy** has also been commissioned to develop indicators that show key linkages between the environment and social and economic well-being. Over the coming years, the fruits of these investments will make possible more relevant, timely and robust reporting on key environmental issues.

WHAT WE KNOW

Air quality: Vehicles, homes, power plants, smelters and other industries burn fossil fuels, releasing pollutants that compromise Canada's air quality. Poor air quality is also a consequence of natural emission sources.

Average air pollution levels in Canada have improved over the last 25 years but smog remains a serious health concern in a number of heavily populated parts of the country.

Smog is a common term for urban air pollution. It contains two key components:

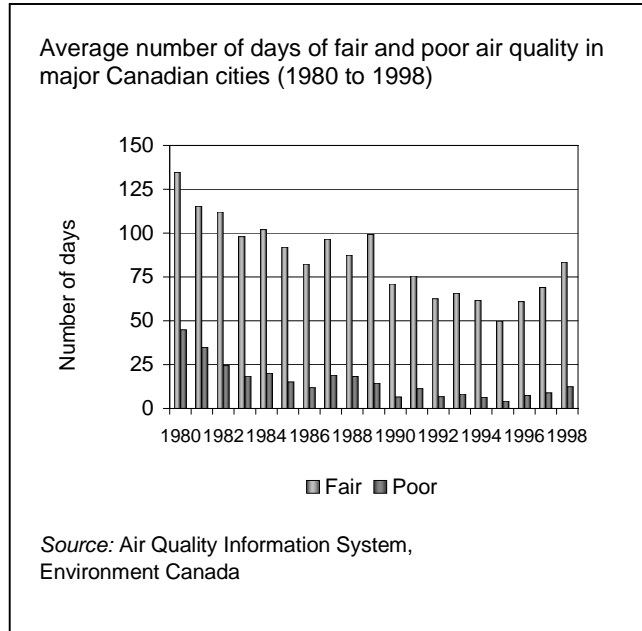
- **Fine airborne particles** are small particles from smoke and fumes, which can be inhaled.
- **Ground-level ozone** is formed when pollutants such as nitrogen oxides and volatile organic compounds react with sunlight.





An assessment of air quality in major Canadian cities has shown general improvement from 1980 to 1995. Between 1995 and 1998, however, air quality deteriorated as a result of increased fossil fuel combustion combined with a greater number of warm days, which are conducive to the formation of ground-level ozone.

Ground-level ozone concentrations tend to peak during the spring and summer. The pollutant is a concern principally in the Windsor–Quebec City corridor and, to a lesser extent, in the southern Atlantic region and the Lower Fraser Valley of British Columbia.

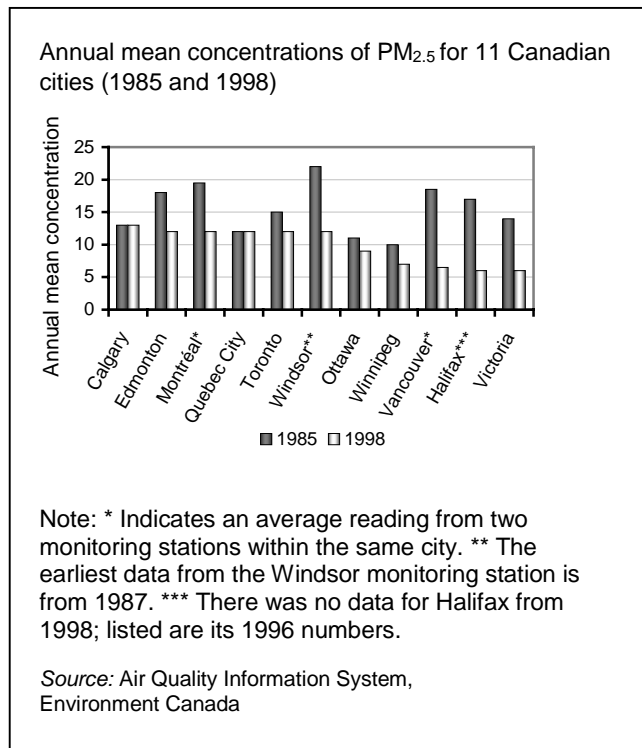


The Government of Canada is working on transboundary measures to solve these problems. For example, in December 2000 Canada and the United States signed the Ozone Annex to the 1991 Canada–United States Air Quality Agreement; the aim is to reduce smog-causing pollutants and improve air quality (*Providing Cleaner Air to Canadians*, February 2001, Environment Canada).

Yearly average concentrations of fine airborne particles—i.e., particulate matter less than 2.5 micrometres in diameter (PM_{2.5})—decreased by about one third from 1985 to 1998 for the 11 Canadian cities in the air quality monitoring program.

Canadian cities are on a comparable level with cities in other OECD countries in terms of their air quality (as measured by sulphur dioxide levels); however, this comparison involves much larger cities such as Los Angeles, Chicago and Paris.

Despite the general improvement in air quality, science is now telling us that the impact of air pollution is much more serious than previously thought. Smog can affect our health by irritating the eyes, nose and throat,



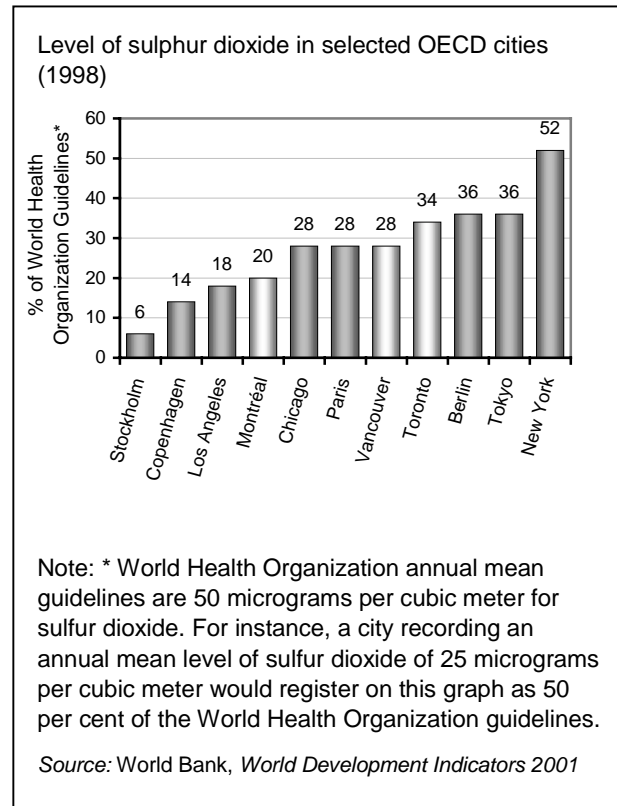


reducing lung capacity, and aggravating respiratory or cardiac diseases. Especially vulnerable are the elderly, children, and those with heart or lung disease. Federal scientists and academics have determined that air pollution contributes to tens of thousands of hospital and medical visits, and over 5,000 premature deaths annually.

Linked with air quality is the issue of climate change. There is incontrovertible evidence that carbon dioxide and other greenhouse gases are accumulating in the atmosphere. An international scientific consensus is emerging about how the warming induced by this phenomenon will ultimately affect the global climate. Canada is responsible for about 2 per cent of all global greenhouse gas emissions. On an emissions-per-capita basis, its global ranking is close to the top—partly as a result of the higher than average energy use necessitated by our climate and geography.

Climate change is a global problem that requires global action. Canada joined 153 other countries in developing the United Nations Framework Convention on Climate Change and the subsequent Kyoto Protocol. Our national target, to be achieved by 2012, is an emissions level 6 per cent below that of 1990; this has been the subject of extensive planning and consultation between individuals from federal, provincial and territorial governments and the private and voluntary sectors. In fall 2000, the federal government announced its Action Plan 2000 on Climate Change. This plan provides \$500 million for investment in initiatives to:

- reduce emissions in all sectors of the economy;
- promote technological innovation;
- enhance climate change and atmospheric research;
- help communities take action;
- expand purchases of green power;



Sulphur dioxide is an air pollutant produced when fossil fuels containing sulphur are burned. It contributes to acid rain and can damage human health, particularly that of children and the elderly.



- adapt to climate change, particularly in Canada's North;
- renew the Climate Change Action Fund and energy efficiency and renewable energy programs; and
- help developing countries take action.

When fully implemented, the Action Plan will take Canada one third of the way to achieving our target under the Kyoto Protocol. This investment is in addition to related measures announced earlier, totalling over \$625 million.

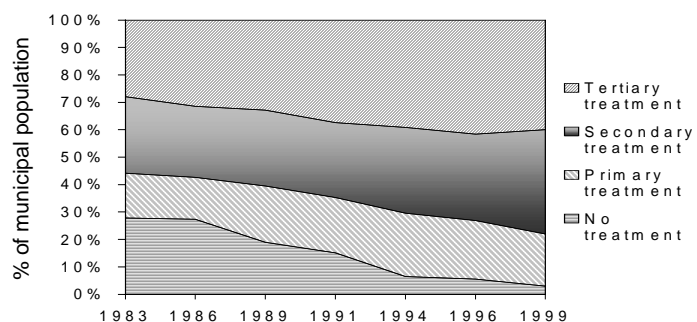
Water quality: Threats to water quality come mainly from municipal wastewater discharges (i.e., sewage, combined sewer overflows, stormwater run-off), effluent from septic systems, industrial effluent, waste from intensive livestock operations, agricultural run-off and deposits of atmospheric pollutants. Climate change also influences water quality. Increased temperatures and increased evaporation in summer, for example, will reduce surface water volume while promoting growth of micro-organisms.

Treatment plants can remove significant amounts of contaminants from municipal wastewater. There are generally three different levels of wastewater treatment:

- **Primary** treatment removes debris and suspended solids by screening and settling.
- **Secondary** treatment uses biological processes to break down organic material and remove additional suspended solids.
- **Tertiary** or advanced treatment uses further filtering or chemical or biological processes to remove specific compounds or materials remaining after secondary treatment.

Where water quality programs have been instituted, improvements have been significant. Wastewater treatment from municipal systems has shown continuous improvement over the past two decades. In 1983, more than 27 per cent of the municipal population in Canada connected to municipal sewer systems had no sewage treatment. By 1999, less than 4 per cent of the municipal population serviced by sewers had no sewage treatment.

Provision of wastewater treatment in Canada (1983 to 1999)



Source: Adapted from Municipal Water Use Database, Policy and Communications, Economic and Regulatory Affairs, Environmental Economics Branch, Environment Canada





Despite these improvements, challenges remain, especially with the ageing of many wastewater treatment facilities and the lack of such facilities in many rural and coastal communities. Many rural Canadians are served by septic systems, and many coastal communities have only primary wastewater treatment or no treatment at all. Additional pressure comes from expanded agricultural operations and population growth; since 1983, these have contributed to a 24 per cent increase in nitrogen loadings to Canadian fresh waters passing through municipal treatment plants.

In 1999–2000, some 98 per cent of on-reserve dwellings had water delivery and 94 per cent of houses had sewage disposal systems, up from 94 per cent and 88 per cent respectively in 1994–95.

Canada's level of urban water use is also an issue. On average, urban Canadians use almost twice as much water per capita as urban residents in most other industrialized countries, except the United States ([National Environmental Indicator Series](#), July 2001).

Concern over water quality has heightened because of deaths and outbreaks of water-related illnesses in Canada. In spring 2000, the federal government announced the Infrastructure Canada Program, a six-year, \$2.6 billion investment in our country's physical infrastructure. The Government of Canada will contribute up to one third of the cost of municipal infrastructure projects. Provinces, territories and municipalities will contribute the other two thirds, and the private sector may also contribute in some cases – bringing the total investment up to over \$6 billion. The primary focus is on green municipal infrastructure. This could include such core projects as municipal water and wastewater treatment, plus other projects that will protect and/or enhance the quality of our environment.

In addition, Natural Resources Canada and Environment Canada are working with volunteers from the provinces, academic institutions and the private sector to co-ordinate development of a draft [National Groundwater Strategy](#). This will identify goals and outline strategic directions.

Biodiversity (species at risk): Plants, animals and other organisms play a key role in maintaining the earth's atmosphere, climate, landscapes and water in a condition that allows for our healthy existence. Conserving biodiversity also helps secure our economic options for the future by maintaining the potential for discovery and development of new products (e.g., from our forests). To many, biodiversity has an intrinsic value as well and the feeling is that Canadians have an ethical responsibility to ensure that native ecosystems and species are conserved.



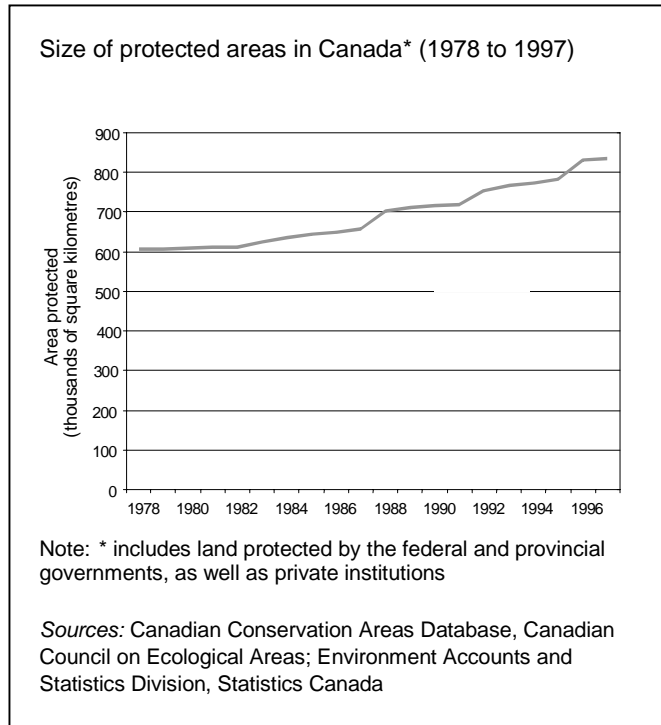
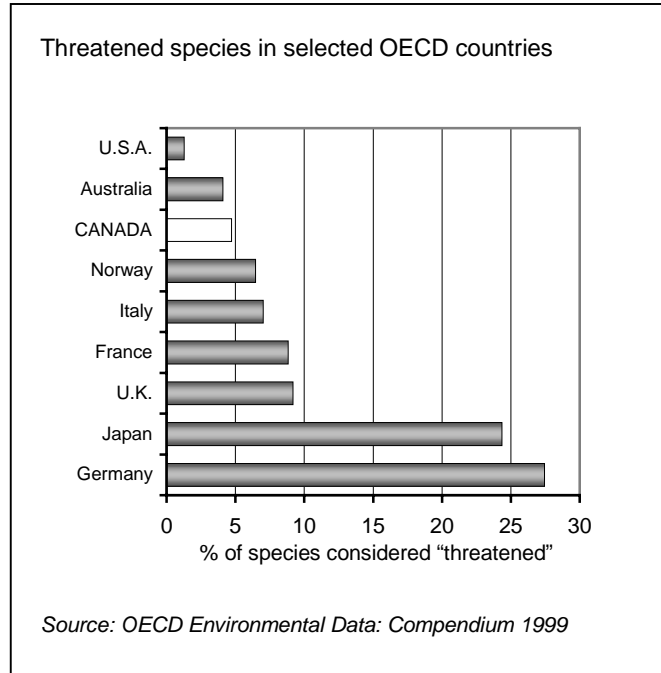


Around the world, wildlife populations and their habitats have been disappearing rapidly as a result of deforestation, the spread of non-native species, the loss and deterioration of wetlands, hunting and harvesting, and air and water pollution.

In November 2000, the Committee on the Status of Endangered Wildlife in Canada determined that a total of 337 species were at risk of imminent or eventual extinction (i.e., they were endangered, threatened or of special concern). Of 123 species re-examined by scientists, the status of 27 has deteriorated. In the Prairie grasslands, southern Ontario and the southern Okanagan region of British Columbia, many species are at risk.

When compared with other nations in terms of the percentage of native species considered threatened, Canada's record is better than average. That statement must be qualified, however: scientific information on biodiversity is not nearly as advanced as it is for other environmental issues. Consequently, there are gaps in determining the number of species known to exist, and disparities in the extent to which identified species have been studied. This situation needs to be considered when making comparisons of threatened species on an international scale.

Human civilization is exerting significant stress on our natural flora and fauna, in many cases to the point where species are threatened with local or broader extinction. Canada is responding by increasing the number of areas where the natural environment is protected, and by identifying and taking action to protect endangered species.





Toxic contaminants in the environment: Legislation such as the *Canadian Environmental Protection Act* has helped significantly reduce the amount of toxic chemicals entering our environment. However, Canadian ecosystems and organisms continue to be exposed to potentially harmful levels of many toxic pollutants. Because persistent contaminants can accumulate at high concentrations in the tissues of wildlife, these toxic chemicals present a greater risk to Canadians—particularly northern Canadians—who rely on locally harvested food.

Minute concentrations of toxic contaminants adhering to airborne particles can be absorbed deep into the lungs. Another threat to human health is thus posed by toxic contaminants in the air, especially urban air.

The double-crested cormorant (a fish-eating bird at the top of the food chain) is an important indicator of toxic contamination. It can help us determine the health of other organisms found in the same ecosystem. Concentrations of DDE (a derivative of the pesticide DDT) in the eggs of this bird have declined between 70 and 91 per cent in sampling sites across southern Canada since the early 1970s. The decline levelled off in the 1990s, perhaps because of the slow release of contaminant residues from bottom sediments or the long-range atmospheric transport of the pollutant from countries still using DDT.

Similarly, since the early 1970s concentrations of PCBs in eggs of double-crested cormorants have declined between 68 and 78 per cent. Trends in the 1990s were inconsistent, possibly due to the release of PCBs still in use, the continued escape of PCBs from storage and dump sites, and the long-range transport of PCBs from other countries.

PROGRAM PERFORMANCE INFORMATION

As noted earlier, the environment covers a complex set of issues, ranging from the local to the global and from the individual to the national and international levels. Accordingly, dealing with environmental issues requires the co-operation and participation of many players.

The North American Waterfowl Management Plan is one example of a federal government program that involves intergovernmental co-operation and is achieving measurable results in its attempts to improve Canada's environment.



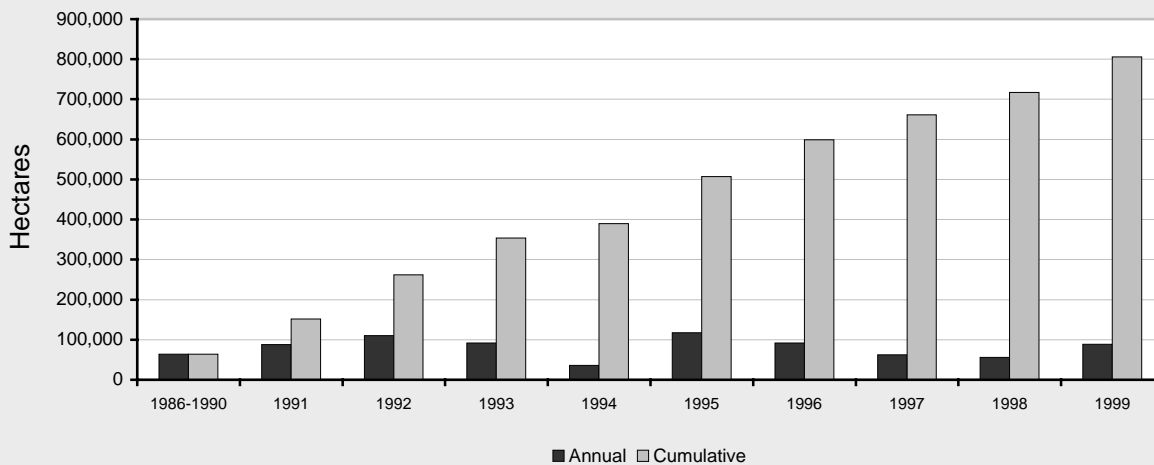


The North American Waterfowl Management Plan (NAWMP) is a trilateral (Canada–U.S.A.–Mexico) agreement that protects ecosystems at risk and restores the waterfowl populations of those ecosystems.

More than 805,700 hectares have been conserved in Canada since the launch of NAWMP in 1986. We are 80 per cent of the way there in terms of achieving the expected result of securing 1 million hectares for waterfowl by 2002–03.

Securing land for waterfowl contributes to the broader goals of biodiversity conservation, sustainable development and integrated resource management.

Annual and cumulative accomplishments of the North American Waterfowl Management Plan in Canada, 1986 to 1999



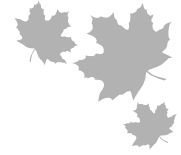
Source: Canadian Wildlife Service, Environmental Conservation Service, Environment Canada

PROGRAMS AND INITIATIVES RELATED TO THE ENVIRONMENT

Following is a list of other major federal programs and initiatives that contribute to the improvement of the Canadian environment. Additional information on these programs and initiatives (including performance information in some cases) is available via hyperlinks in the electronic version of this report. Additional information is also available in the Performance Reports of Environment Canada, Natural Resources Canada, Agriculture and Agri-Food Canada, Fisheries and Oceans Canada and Transport Canada, among others.

Many of the programs and initiatives are horizontal partnerships, meaning that various departments, agencies, governments or third-party stakeholders are working in collaboration to achieve common results. Further information on horizontal initiatives is available on-line at http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/coll_res/coll_res_e.htm





The list is organized according to the indicators addressed in this chapter. Nevertheless, many of the programs involve actions or policies that touch on more than one indicator or issue.

AIR QUALITY

Environment Canada

- Canadian Environment Week
- The Clean Air Action Plan
- Eco Action Community Funding Program
- Meteorological Service of Canada: Air Quality Services
- Millennium Eco-Communities

Health Canada

- Safe Environments Programme – Air Quality

Natural Resources Canada

- Underground Mine Environment Program

Climate Change

Agriculture and Agri-Food Canada

- Climate Change Funding Initiative (CCFI)

Environment Canada

- Canadian Information System for the Environment
- Canadian Meteorological Centre—Climate and Water Information
- Climate Change Action Fund

Health Canada

- Safe Environments Programme – Climate Change

Industry Canada

- Canadian Business Environmental Performance Office (BEPO)
- Canadian Environmental Industry Virtual Office
- Canadian Environmental Solutions

National Round Table on the Environment and the Economy

- Conservation of Natural Heritage Program
- Eco-Efficiency Program
- Ecological Fiscal Reform Program
- Health, Environment and the Economy Program

Natural Resources Canada

- Action Plan 2000 on Climate Change
- Climate Change and Fire Research Network
- Climate Change Network
- Technology Early Action Measures (TEAM) Initiative

Transport Canada

- Moving On Sustainable Transportation (MOST)

WATER QUALITY

Agriculture and Agri-Food Canada

- Agricultural Environmental Stewardship Initiative (AESI)
- National Soil and Water Conservation Program





Department of Fisheries and Oceans

- Four Integrated Management Plan pilot projects (Eastern Scotian Shelf, Gulf of St. Lawrence, Beaufort Sea coordinated with Inuvialuit Settlement Boards, West Vancouver Island)
- Marine Safety and Environmental Protection

Environment Canada

- Canadian Water Quality Guidelines
- Great Lakes Action Plan—Great Lakes Basins 2020
- National Water Research Institute
- Wastewater Technology Centre (WTC)

Health Canada

- Great Lakes Health Effects Program
- Safe Environments Programme – Water Quality

Indian and Northern Affairs Canada

- First Nations Community Infrastructure Capital Facilities and Maintenance Programs

Natural Resources Canada

- National Groundwater Program – A Proposed Framework for Collaboration in Groundwater Across Canada

BIODIVERSITY

Environment Canada

- Canada Landbird Conservation Program: Partners in Flight – Canada
- Canada's National Program of Action for the Protection of the Marine Environment from Land-based Activities
- Canadian Biodiversity Strategy

- CITES: Convention for International Trade in Endangered Species of Wild Fauna and Flora
- Ecological Gifts Program
- Ecological Monitoring and Assessment Network
- Habitat Conservation Program
- Habitat Stewardship Program
- Migratory Birds Convention Act
- National Wildlife Areas
- North American Waterfowl Management Plan
- Ramsar Convention (Wetlands)
- RENEW: Recovery of Nationally Endangered Wildlife
- Species at Risk
- Wild Species 2000: The General Status of Species in Canada

Fisheries and Oceans Canada

- 13 Marine Protected Areas (MPAs)
- Canadian North Atlantic Right Whale Recovery Plan
- Habitat Blueprint Initiative
- Habitat Restoration and Salmon Enhancement Program (SEP)
- Pacific Salmon Endowment Fund
- Recovery Plan for the Bowhead Whale
- Recovery Plan for the Leatherback Turtle
- Shellfish Water Quality Protection Program

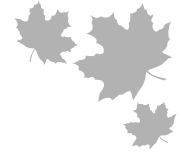
Health Canada

- Bioregional Health Effects Programs

Natural Resources Canada

- Forest Health and Biodiversity Research Network
- National Forestry Database Program





Parks Canada

- Parks Canada Species at Risk Program

TOXIC CONTAMINANTS IN THE ENVIRONMENT

Environment Canada

- Canadian Environmental Protection Act—
Environmental Registry
- Canadian Pollution Prevention Information
Clearinghouse
- Greening Government
- Hazardous Waste Disposal Advice
- National Pollutant Release Inventory
- Waste Management & Remediation
- Wildlife Toxicology Program

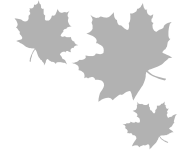
Health Canada

- Toxic Substances Research Initiative
Secretariat

Natural Resources Canada

- Forest Ecosystem Processes Research
Network, Forest Watershed
- Life Cycle Assessment and the Safe Use
Principle
- Metals in the Environment Program
- Mine Environment Neutral Drainage
Programs (MEND)
- Mining Effluents Program
- Port Hope Area Radioactive Waste Clean-up
Initiative
- Toxicological Investigations of Mine
Effluents (TIME)





THE STRENGTH OF CANADIAN COMMUNITIES

THE ISSUE

Communities are much more than geographic groupings. Ideally, they are unified bodies of individuals with mutual interests, linked by a common history, by social, economic and political ties, and by a sense of shared destiny. It is in our communities and neighbourhoods that the abstract idea of quality of life takes on real meaning.

A strong and healthy community

- consists of members who participate and contribute to the strengthening of social bonds;
- is made up of individuals who engage, interact and co-operate in social, cultural and political spheres, and participate in voluntary partnerships; and
- accepts and celebrates diversity.

Strong communities are essential to quality of life and the fabric of Canadian society. The Government of Canada supports the quality of life in communities by promoting economic growth, by strengthening the social fabric, and by reflecting and reinforcing the values that are important to

Canadians. These values include multiculturalism and respect for diversity, respect for human and individual rights, equal access to essential public services such as health care, and respect for peace and the rule of law. Many government departments, through their policies and activities, contribute in this regard, including Citizenship and Immigration Canada, Human Resources Development Canada, Canadian Heritage, Solicitor General Canada, Justice Canada and Health Canada.

This chapter examines the strength and health of Canada's communities by looking at five indicators of social relationships:

- **Volunteerism** provides a key measure of the type of active participation that helps our society work well. According to the *National Survey of Giving, Volunteering and Participation 2000*, and other studies, there is a positive correlation between volunteering and other forms of participatory behaviour, such as philanthropy, group membership or

In 1998, the Government of Canada responded to the Royal Commission on Aboriginal Peoples with *Gathering Strength: Canada's Aboriginal Action Plan*, a long-term, broad-based plan designed to improve the quality of life of Aboriginal people and promote self-sufficiency. It envisions a new partnership between Aboriginal people and other Canadians that reflects our interdependence; the long-term goal is to work together to ensure that Aboriginal people enjoy a quality of life comparable to that of other Canadians.

Source: Indian and Northern Affairs Canada, Performance Report 2000





voting. Volunteering is thus one way to track the involvement and investment of Canadians in their society.

- **Attitudes toward diversity** are indicative of the health of Canada’s communities. An important component of our shared citizenship is the willingness to accept and understand differences between groups. This allows diverse groups and individuals to work together with a common purpose.
- **Participation in cultural activities** serves to strengthen the sense of connection that diverse groups have to their roots, community and country. It fuels creativity and innovation and promotes social harmony.
- **Political participation** rates are an indicator of the degree to which decisions reflect or are seen to reflect the needs and desires of citizens. Taking part in the electoral system strengthens people’s connection with the democratic decision-making process. It demonstrates concern for the future and commitment to collective action.
- The **crime** rate (particularly the violent crime rate) has often been used as an indicator of the wellness of a community.

WHAT WE KNOW

Volunteerism fosters community integration and cohesion by encouraging friends, colleagues and neighbours to work together on matters of common interest or concern.

The voluntary sector is a channel for Canadians to become engaged and involved in improving life in their communities. In 2000, volunteerism accounted for 1.05 billion hours of unpaid work in Canada—approximately one fifth of the total hours of paid labour performed in the same year, or the equivalent of 549,000 year-round full-time jobs. These figures represent a decline from 1997, in part because over 1 million more Canadians were working in 2000 than three years previously, leaving less discretionary time (Labour Force Survey 2000, Statistics Canada).

Rate of volunteering, Canadians aged 15+

	1987	1997	2000
Total population (000s)	19,202	23,808	24,383
Total volunteers (000s)	5,337	7,472	6,513
Volunteer participation rate	26.8%	31.4%	26.7%

Hours volunteered

	1987	1997	2000
Total hours volunteered (000s)	1,017.5	1,108.9	1,053.2
Full-time year-round job equivalence	530,000	578,000	549,000
Average hours volunteered per year	191	149	162

Source: *Caring Canadians, Involved Canadians*, Statistics Canada. 2000





In 2000, only 7 per cent of volunteers contributed 73 per cent of all volunteer hours. There is a risk of burnout for this core group as the number of volunteers falls and the pressure on the sector rises.

The volunteer sector has a significant impact on the Canadian economy but it may be underestimated because it does not involve monetary exchanges. For example, gross domestic product measures only economic transactions taking place in the market. It is not designed to reflect the contributions of volunteerism to the Canadian economy.

Among the diverse sectors in which volunteering can take place are recreation, arts and culture, social services, education, and health care. Volunteering among young people is particularly important. According to recent research findings, involvement in volunteering or other extra-curricular activities during the formative years is likely to translate into community involvement later in life.

Attitudes toward diversity: Canada's economic, social and cultural development has been shaped by immigration. Our country's ethnic and cultural make-up has become steadily more diverse over the past 40 years. Canadian society is enriched by its linguistic duality and by its acceptance of different ethnic groups and by positive social interaction between people of all backgrounds.

Most Canadians continue to take pride in our country's acceptance of people from all races and ethnic backgrounds, and feel that immigration makes Canadian culture stronger. According to the findings of public opinion research conducted in the late 1990s, Canadians are genuinely concerned about racism and discrimination.

In 1996 immigrants represented 17.4% of Canada's population, up from 15% in 1950.

In Canada's largest urban centres (Vancouver, Toronto and Montreal), ethnic minorities make up from 30% to nearly 40% of the population.

The proportion of Canadians approving of inter-ethnic marriages was 52% in 1968. In 1995 it was 81%.

Source: "Multiculturalism Promotes Integration and Citizenship," *The Evidence Series: Facts About Multiculturalism*, Vol. 3, (1998), Canadian Heritage

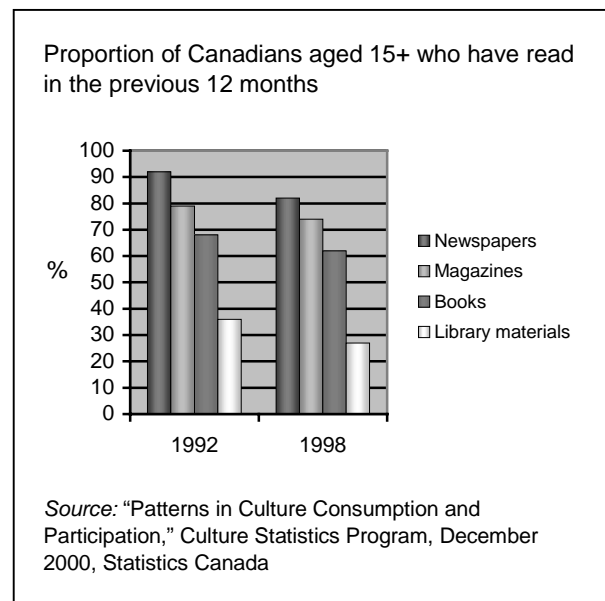
- Of young people who were surveyed, 29 per cent agreed that racism existed in their own neighbourhoods (March 21 Youth Survey Study 1998-3, Environics).
- Of people of all ages surveyed, 18 per cent agreed that they had personally been victims of racism (Focus Canada 1997-2 Flash Report, Environics).
- Of people of all ages surveyed, 52 per cent regarded racism as a serious problem; the figure indicated no real attitudinal change from 1995 to 1999 (Rethinking Government V Poll, Wave III, Compendium Report, September 1999, Ekos Research).



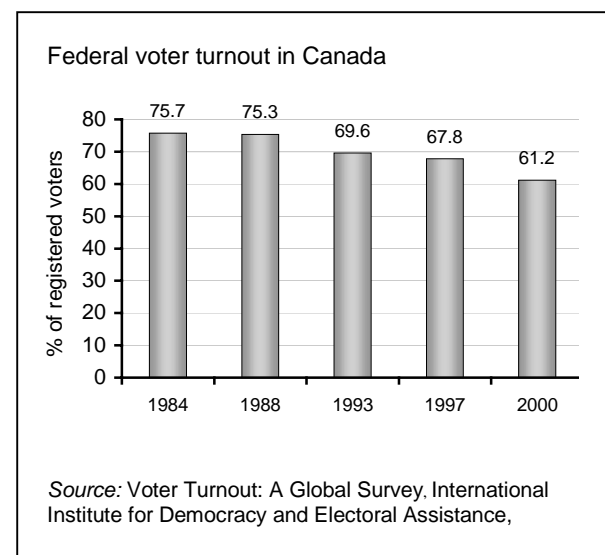


Participation in cultural activities exposes citizens to a diverse range of people and ideas, encourages understanding, and creates linkages between community members.

- From 1992 to 1998 there was a decline in the proportion of the Canadian population aged 15 and over who read newspapers, magazines and books, or borrowed library materials. In 2000, however, nearly 53 per cent used the Internet. This may be a sign of the development of a new type of community.
- Again for the same age group, attendance figures for 1998 decreased from 1992 levels at performances of live theatre (down 4 per cent), popular music (down 4.1 per cent), symphonic music (down 4 per cent) and opera (down 1.4 per cent). Accounting for much of the decline was a drastic increase in ticket prices. In contrast, there was a rise in visits to art galleries (up 2.8 per cent) and attendance at cultural performances (up 2.2 per cent). Movie-going rose by 10.5 per cent; visits to historic sites rose by 5.7 per cent (General Social Survey, Participation in Cultural Activities, 1992 and 1998, Statistics Canada).



Political participation is a measure of a democracy's health. A citizen who exercises his or her civic responsibility demonstrates a concern for the future development of the community. Voting is a primary means by which citizens participate in the political sphere, and is a key indicator of political engagement. In terms of voter turnout, Canadian political participation is in decline. Voter turnout was 75.7 per cent in the 1984 federal general election, and has steadily fallen since then to 61.2 per cent in 2000.

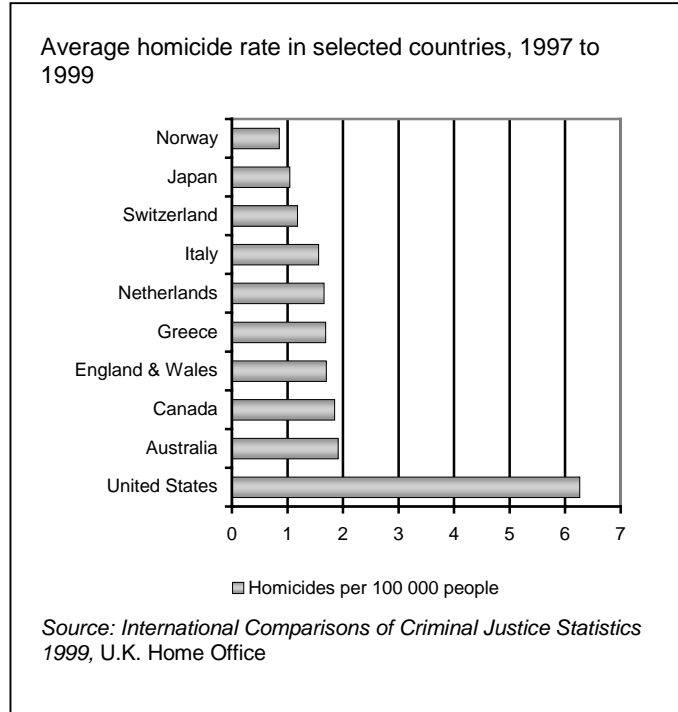


Many variables influence voter patterns, but turnout is generally lower in municipal or provincial elections than in federal ones. Federal voter turnout can be used to provide an overall picture of Canadian political participation, recognizing that it does not provide a comprehensive picture.



Canadian figures mirror those for the United States, where voter turnout has dropped from 74.6 per cent in 1984 to 51.2 per cent in 2000 (Voter Turnout: A Global Survey, International Institute for Democracy and Electoral Assistance).

Crime rates in Canada have fallen over the last 10 years. Since the early 1990s there has been a steady drop in overall property crime: in 1991, 6,160 incidents were reported per 100,000 people, compared with 4,070 cases per 100,000 in 2000. That represents a decrease of 34 per cent. Similarly, violent crime rates decreased by 10 per cent, from 1,059 incidents per 100,000 people in 1991 to 955 incidents per 100,000 in 1999. In 2000, however, the violent crime rate rose by 3 per cent to 982 incidents per 100,000 people.



In Canada, the average homicide rate per 100,000 people is less than one third that of our closest neighbour, the United States. However, Canada's homicide rate is higher than that of many other OECD countries.

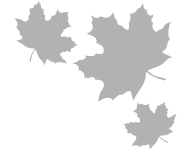
Western Canadian cities are experiencing high rates of crime. Aboriginal people are disproportionately involved in the criminal justice system, a phenomenon that could be partly attributable to poor socio-economic conditions.

Aboriginal people make up 2% of Canada's adult population but now account for 17% of the federal offender population.

The **Aboriginal Justice Strategy** was established to address these problems by supporting community-based alternative measures programs in Aboriginal communities in partnership with provinces and territories.

Sources: Statistics Canada, 1996 Census; *The Adult Corrections Survey 1999–2000*, Canadian Centre for Justice Statistics





Statistics from Correctional Service Canada (CSC) show that members of the Aboriginal community are over-represented in provincial and federal correctional facilities in Canada. CSC is making an effort to ensure that as many Aboriginal offenders as possible are safely and successfully reintegrated into society. In doing so, CSC is respecting the distinct needs of Aboriginal offenders.

PROGRAM PERFORMANCE INFORMATION

Federal organizations are working to improve our communities. There are many factors that affect the health of communities and one of them is crime.

To deal with the problem of property crime, the Royal Canadian Mounted Police (RCMP) conducts public education and awareness programs, undertakes crime prevention and problem-solving activities in conjunction with communities, and holds restorative justice forums for young offenders and victims of crime. These efforts on behalf of the public have yielded notable results.

To find an effective and affordable solution to the problem of property crime, the RCMP has formed partnerships with community groups and associations, with the aim of implementing a joint police-community crime prevention and problem-solving strategy. Concurrently, property crime in areas policed by the RCMP has declined over recent years. While cases of breaking and entry increased slightly (by less than 1%) between 1999 and 2000, the number of charges against youths fell by 3% over the same period. Theft over \$5,000 dropped by 24.9%, and theft under \$5,000 by 10.6%. Auto theft decreased by 3.6%, although theft from autos showed a slight increase (less than 1%). The decline in property crime is in part attributable to reduced opportunities for committing property crimes as a result of the joint police-community crime prevention and problem-solving strategy.

Source: RCMP Performance Report 2001

The RCMP plans to improve on this performance. For instance, because property crime is declining and economic crime such as credit card fraud is climbing, the RCMP is focusing more on these new forms of crime, especially where they are influenced or committed by organized groups. The RCMP is also placing greater stress on crime prevention and education programs for at-risk youth. It recognizes that numerous community stakeholders have played a significant role in the reduction in property crime rates, and that this reduction is also related to other socio-economic factors.





PROGRAMS AND INITIATIVES RELATED TO COMMUNITIES

Following is a list of other major federal programs and initiatives that are working to improve Canadian communities. Additional information on these programs and initiatives (including performance information in some cases), is available via hyperlinks in the electronic version of this report.

Many of the programs and initiatives are horizontal partnerships, meaning that various departments, agencies, governments or third-party stakeholders are working in collaboration to achieve common results. Further information on horizontal initiatives is available on-line at http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/coll_res/coll_res_e.htm

The list is organized according to the indicators addressed in this chapter. Nevertheless, many of the programs involve actions or policies that touch on more than one indicator or issue.

VOLUNTEERISM

Correctional Service Canada

- [Citizens Advisory Committees](#)
- [Community Engagement](#)

Department of Canadian Heritage

- [Community Partnerships Program](#)
- [International Year of Volunteers 2001](#)
- [Sport Canada](#)
- [Youth Cyberstation](#)

Fisheries and Oceans Canada

- [Canadian Coast Guard Auxiliary](#)
- [Harbour Authorities](#)

Human Resources Development Canada

- [Community Engagement](#)

Industry Canada

- [Voluntary Sector Network Support Program \(VolNet\)](#)

Privy Council Office

- [Voluntary Sector Task Force](#)

Social Sciences and Humanities Research Council of Canada

- [Non-profit Sector in Canada Program](#)

ATTITUDES TOWARD DIVERSITY

Citizenship and Immigration Canada

- [Host Program](#)
- [Immigration Settlement and Adaptation Program](#)
- [Language Instruction for Newcomers to Canada \(LINC\)](#)

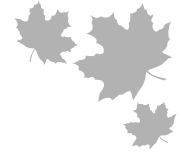
Correctional Service Canada

- [Aboriginal Programs and Issues](#)
- [Ethnocultural Programs](#)

Department of Canadian Heritage

- [Aboriginal People's Program](#)





- Human Rights Program
- March 21 Campaign to Promote Racial Harmony
- Multiculturalism Program
- Support for Linguistic Duality

Department of Justice Canada

- National Program for the Integration of Both Official Languages in the Administration of Justice

Indian and Northern Affairs Canada

- Public Education Unit – Kids’ Stop

Industry Canada

- Aboriginal Youth Business Initiative

PARTICIPATION IN CULTURAL ACTIVITIES

Canadian Heritage

- Arts Presentation Canada
- Book Publishing Industry Development Program
- Canadian Film or Video Production Tax Credit (CAVCO)
- Canadian Television Fund
- Canada Travelling Exhibitions Indemnification Program
- Cultural Initiatives Program
- Exchanges Canada
- National Arts Training Contribution Program
- Northern Distribution Program
- Official Languages Communities
- Publications Assistance Program (PAP)
- Sound Recording Development Program
- The Virtual Museum of Canada

Department of Justice Canada

- Diversity and Gender Equality Analysis

Indian and Northern Affairs Canada

- Cultural/Educational Centres Program
- DIAND Support of Cultural Initiatives

Industry Canada

- Canada’s Digital Collections
- Community Access Program
- Francommunautés virtuelles

POLITICAL PARTICIPATION

Elections Canada

- Accessibility of the Electoral System
- Electoral Insight magazine

CRIME

Citizenship and Immigration Canada

- Immigration Enforcement

Department of Justice Canada

- Aboriginal Justice Strategy
- Canadian Firearms Centre
- Funding Grants and Contributions Program in the Department of Justice
- National Strategy on Community Safety and Crime Prevention
- Policy Centre for Victims Issues
- Public Legal Education and Information Program (PLEI)
- Youth Justice
- Youth Justice Renewal Initiative

Fisheries and Oceans Canada

- Habitat Enforcement Program





Health Canada

- [Family Violence Initiative](#)

Indian and Northern Affairs Canada

- [INAC Family Violence Prevention Program](#)

Royal Canadian Mounted Police

- [Drug Awareness Service](#)

Solicitor General Canada

- [Aboriginal Community Corrections Initiative](#)
- [Corrections and Conditional Release Statistical Overview](#)
- [First Nations Policing Policy and Program](#)





CONCLUSION

Canada's Performance 2001 is the initial step of a multi-year initiative, and will be improved year by year. It helps fulfil the federal government's commitment, stated in *Results for Canadians*, to become more citizen-focused, values-driven, results-oriented and dedicated to responsible spending. These elements are the hallmark of good government and the principles that guide the federal government's efforts to modernize its management practices.

The government must instill confidence that it is spending wisely to achieve its central objective: improving the quality of life of Canadians. By publishing information on the state of Canada's economy and society, the government seeks to help Canadians assess the measures that are being taken to enhance their well-being. It seeks as well to engage Canadians in a discussion on the government's agenda.

The findings of the report offer grounds for both satisfaction and concern. Certainly each reader will have his or her own opinion. But without doubt, the report helps Canadians to form such an opinion about their country's performance, as well as on the appropriate courses for action.

Canada's Performance 2001 will be used as a building block for future reports. Over the years, Canadians will be able to observe trends—positive or negative—related to themes and indicators dealt with here. They will be able to see whether Canada is faring better or worse than other countries over time. The information in these reports will help inform Canadians as they assess the performance of government programs and initiatives, and as they provide their views on future objectives for the government.

The themes covered in this report—economic opportunities and innovation, health, the environment, and communities—are all central to our quality of life. The report, however, cannot claim to be a definitive statement or a complete picture. Feedback from the public will help shape the content of future reports. Canadians may view it as important to add new indicators and themes. They may want to know more about the themes discussed here than is demonstrated by the indicators included in this year's report. And they may want to know about other aspects of our national life, such as poverty, rural life or connectivity (the state of our information infrastructure).

Canada's Performance 2001 attempts to align information on programs and initiatives to the societal indicators in each of the four themes identified. Clearly, however, there is much room for improvement in the quality and availability of performance information offered through the links in this report and in Departmental Performance Reports. The government is working to upgrade the way it collects and uses performance information for the purposes of strengthening decision making, learning, improving programs and ensuring accountability to Canadians. There





must be a stronger connection between expenditures and results achieved, and it must contribute to informed decision-making about how to invest public monies in the best possible way. Serving Canadians and delivering the results they care about must be the primary focus of government management.

The Government of Canada is only one of many players taking actions that influence the broad social and economic outcomes described in this report. It is committed to working in partnership for a country where every province and territory, every community and citizen has a strong voice in building the nation and improving quality of life. Many of the programs and initiatives mentioned in the report are examples of co-operation. Transparency and information sharing strengthen existing partnerships and encourage the creation of new ones.

In the coming year, the federal government will consult with Canadians, think-tanks, parliamentarians, governments and other partners on the approach adopted in this report. It will focus on such issues as

- selecting indicators that give a more comprehensive view of the economy, health, the environment and communities;
- presenting information in a manner that best helps Canadians contribute to the shaping of government policy;
- using *Canada's Performance 2001* to promote a growing culture of learning about how to manage for and by results; and
- engaging Canadians in the identification of themes and indicators that reflect their values and the range of issues that truly matter to them.

The government is committed to taking the views of Canadians into account in subsequent reports. For this purpose, we need your feedback. Please fill out the questionnaire at the end of the print version of the report or on the report's Web site (<http://www.tbs-sct.gc.ca/rma/communic/communie.asp>). You can also use the contact information provided at the front of the report to get in touch with us. Your contribution will help make *Canada's Performance* better and will ensure that the report is relevant to Canadians.





APPENDIX

THE SOCIAL UNION FRAMEWORK AGREEMENT AND GOVERNMENT ACCOUNTABILITY

The 1999 Social Union Framework Agreement (SUFA)² commits federal, provincial and territorial governments to work more closely together on health and social issues in order to better meet the needs of Canadians.

Among other things, the Agreement requires participating governments to be more accountable to citizens about the results of their individual social programs and activities, as well as the results of inter-jurisdictional initiatives.

SUFA marks a shift: governments are now directly accountable for results to Canadians instead of to different orders of government.

SUFA ACCOUNTABILITY PROVISIONS

SUFA accountability provisions apply to both new and existing social initiatives. They require governments to do the following:

- monitor, measure and publicly report on the results achieved by social policies;
- share best practices and work toward developing comparable indicators to assess outcomes;
- use third parties to help assess progress;
- explain the roles and contributions of governments or their partners;
- provide mechanisms for Canadians to participate in developing social priorities and reviewing results;
- ensure that there are means for Canadians to appeal unfair administrative practices; and
- develop a shared accountability framework for new Canada-wide initiatives supported by transfers to the provinces and territories.

2. Quebec is not a SUFA signatory.





WHAT THE FEDERAL GOVERNMENT IS DOING

The Treasury Board of Canada Secretariat is working with departments and agencies to promote the use of SUFA accountability provisions. Departments and agencies are encouraged to provide information on their application of SUFA provisions in their annual performance reports to Parliament. This approach is fully consistent with ongoing efforts to manage for and by results.

ACCOUNTABILITY PILOT STUDY

The main federal departments responsible for social initiatives are Human Resources Development Canada, Health Canada, and Indian and Northern Affairs Canada. For the past two years they have participated in a pilot study designed to demonstrate how they are applying SUFA accountability provisions. For this purpose a comprehensive template has been developed reflecting those provisions. Other departments and agencies are also encouraged to reflect the spirit of SUFA accountability in their annual reporting.

The pilot study covers new and existing social initiatives. These include initiatives in partnership with the provinces and territories and/or third parties, as well as those in which only federal departments are responsible for results.

Early analysis indicates that we are meeting a number of the SUFA accountability requirements. However, it also shows areas that could be strengthened, such as: engaging Canadians in the development of social priorities; developing comparable indicators for intergovernmental initiatives; using third parties to assess progress; and establishing mechanisms for Canadians to appeal unfair administrative practices.

These are the areas where the federal government will focus its attention in the coming year.





BENEFITS OF ACCOUNTABILITY

Ultimately, accountability means better social outcomes for Canadians. The change will be incremental: programs will improve as the feedback that governments receive guides them to sharpen their focus on results and responsible spending.

FOR MORE INFORMATION

To learn more about the Social Union, visit its Web site at <http://socialunion.gc.ca/menu-e.html>

For further information on specific projects in the SUFA pilot study and other federal government accountability initiatives, visit http://www.tbs-sct.gc.ca/rma/rma_e.html

Early childhood development (ECD) is an example of the implementation of SUFA. It is one of the first Canada-wide intergovernmental initiatives since SUFA and is supported by transfers to the provinces and territories.

Under the ECD Initiative, participating governments have agreed to do the following:

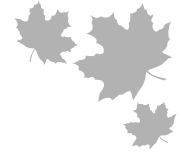
- They will pursue common objectives, through investments in four key areas for action.
- They will ensure effective mechanisms for Canadians to participate in developing ECD priorities and reviewing outcomes.
- They will be accountable to Canadians for their commitments through regular reporting.

Governments have committed to consult third parties to assist, as appropriate, in developing indicators and assessing progress on ECD. Governments will report to Canadians on the following:

- their ECD expenditures and activities (annually), beginning in fall 2001;
- their progress in improving and expanding ECD programs and services based on a shared framework, including comparable indicators (annually), beginning in September 2002; and
- outcome indicators of child well-being, using an agreed-upon, common set of indicators (regularly), beginning in September 2002.

Participating governments will also work together on research, where appropriate, and knowledge, and share effective practices related to ECD.





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We are very interested in knowing what you think about *Canada's Performance 2001* report. Please take a few minutes to complete this short questionnaire, and return it to us by April 1, 2002. The questionnaire is also available electronically at <http://www.tbs-sct.gc.ca/rma/communic/communie.asp>.

*Your response to this survey is voluntary and strictly anonymous.
The information collected will be used in the development of future reports.*

1. How satisfied are you with the ...

	<i>Very dissatisfied</i>	<i>Dissatisfied</i>	<i>Satisfied</i>	<i>Very satisfied</i>
Content of the report?	1	2	3	4
Usefulness of the information?	1	2	3	4

Comments: _____

2. To what extent does the report ...

	<i>Not at all</i>	<i>A little</i>	<i>To some extent</i>	<i>To a great extent</i>
Inform you about the quality of life of Canadians?	1	2	3	4
Inform you about federal government programs?	1	2	3	4
Inform you about federal accomplishments?	1	2	3	4

Comments: _____

3. What do you like or dislike about the report *Canada's Performance 2001*?

4. What additional themes would you like to see covered in the 2002 report? (Check as many as you wish)

- | | | | | | | | |
|--------------|--------------------------|------------------------|--------------------------|-------------------|--------------------------|---------------------------------------|--------------------------|
| Seniors | <input type="checkbox"/> | Children | <input type="checkbox"/> | Youth | <input type="checkbox"/> | Rural issues | <input type="checkbox"/> |
| Urban issues | <input type="checkbox"/> | Poverty | <input type="checkbox"/> | Aboriginal issues | <input type="checkbox"/> | Communications
(e.g. Internet use) | <input type="checkbox"/> |
| Other | <input type="checkbox"/> | (please specify) _____ | | | | | |

5. What do you think would be the most useful improvements to the 2002 report?

- | | | | |
|-----------------------------------|--------------------------|---------------------------------------|--------------------------|
| More interpretation of indicators | <input type="checkbox"/> | More information on specific programs | <input type="checkbox"/> |
| More international comparisons | <input type="checkbox"/> | More information on domestic trends | <input type="checkbox"/> |
| Other | <input type="checkbox"/> | (please specify) _____ | |

6. Which of the following do you represent?

- | | | | | | | | | | |
|---------------|--------------------------|------------------------|--------------------------|------------|--------------------------|----------|--------------------------|------------------------|--------------------------|
| Public sector | <input type="checkbox"/> | Private sector | <input type="checkbox"/> | Non-profit | <input type="checkbox"/> | Academic | <input type="checkbox"/> | Elected official/staff | <input type="checkbox"/> |
| Other | <input type="checkbox"/> | (please specify) _____ | | | | | | | |

Thank you for your response.